DESK

DOCUMENTS DEPT.
FEB 7 1994
SAN FRANCISCO
PUBLIC LIBRARY

City and County of San Francisco
Department of City Planning

SAN FRANCISCO COURTS BUILDING
Draft
Environmental Impact Report

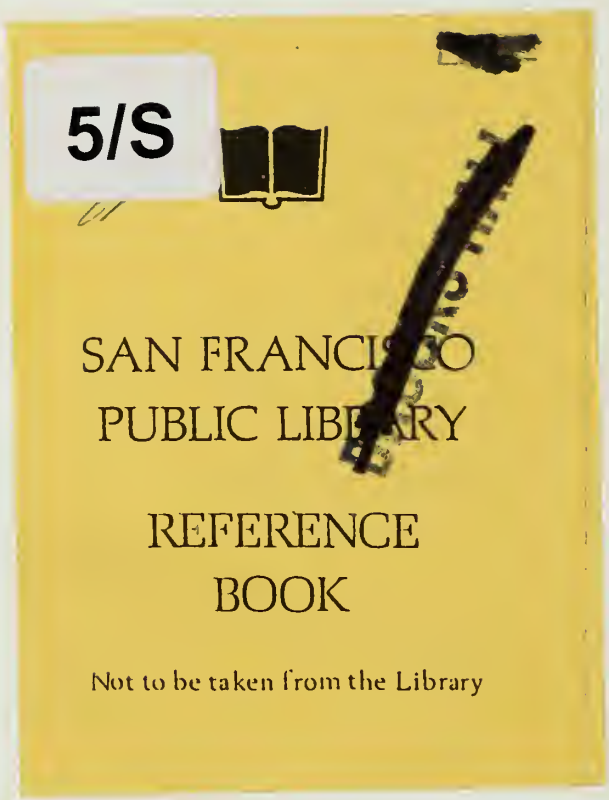
93.546E

Draft EIR Publication Date: February 4, 1994
Draft EIR Public Hearing Date: March 10, 1994
Draft EIR Public Comment Period: February 4 to March 21, 1994

Written comments should be sent to
The Environmental Review Officer
450 McAllister Street, Sixth Floor
San Francisco, CA 94102

This report has been prepared on post-consumer recycled paper.

SAN FRANCISCO PUBLIC LIBRARY
3 1223 03529 2425



City and County of San Francisco
Department of City Planning

450 McAllister Street
San Francisco, CA 94102

ADMINISTRATION
(415) 558-6414
CITY PLANNING COMMISSION
(415) 558-6414
PLANS AND PROGRAMS
(415) 558-6264
IMPLEMENTATION / ZONING
(415) 558-6377

DOCUMENTS DEPT.
FEB 3 1994
SAN FRANCISCO
PUBLIC LIBRARY

DATE: February 4, 1994

TO: Distribution List for the San Francisco Courts Building Project Draft EIR

FROM: Barbara W. Sahm, Environmental Review Officer

SUBJECT: Request for the Final Environmental Impact Report for the San Francisco Courts Building Project (Case No. 93.546E)

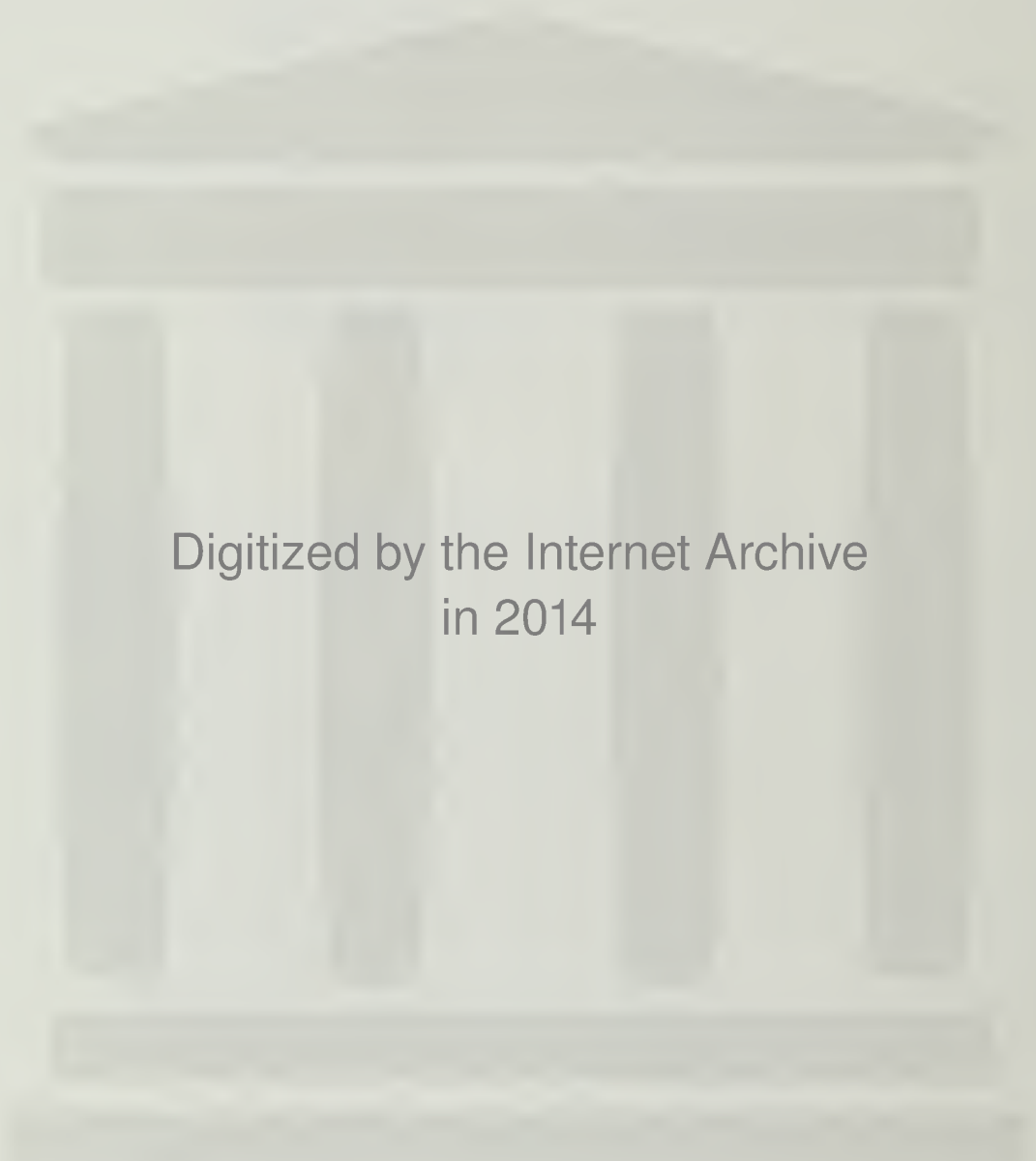
This is the Draft of the Environmental Impact Report for the San Francisco Courts Building Project. A public hearing will be held on the adequacy and accuracy of this document. After the public hearing, our office will prepare and publish a document titled "Summary of Comments and Responses" which will contain a summary of all relevant comments on this Draft EIR and our responses to those comments. It may also specify changes to this Draft EIR. Those who testify at the hearing on the draft will automatically receive a copy of the Comments and Responses document along with notice of the date reserved for certification; others may receive such copies and notice on request or by visiting our office. This Draft EIR together with the Summary of Comments and Responses document will be considered by the City Planning Commission in an advertised public meeting and certified as a Final EIR if deemed adequate.

After certification, we will modify the Draft EIR as specified by the Comments and Responses document and print both documents in a single publication called the Final Environmental Impact Report. *The Final EIR will add no new information to the combination of the two documents except to reproduce the certification resolution.* It will simply provide the information in one rather than two documents. Therefore, if you receive a copy of the Comments and Responses document in addition to this copy of the Draft EIR, you will technically have a copy of the Final EIR.

We are aware that many people who receive the Draft EIR and Summary of Comments and Responses have no interest in receiving virtually the same information after the EIR has been certified. To avoid expending money and paper needlessly, we would like to send copies of the Final EIR to private individuals only if they request them.

If you want a copy of the Final EIR, please so indicate in the space provided on the next page and mail the request to the Office of Environmental Review within two weeks after certification of the EIR. Any private party not requesting a Final EIR by that time will not be mailed a copy. Public agencies on the distribution list will automatically receive a copy of the Final EIR.

Thank you for your interest in this project.


Digitized by the Internet Archive
in 2014

https://archive.org/details/sanfranciscocour4199sanf

File No.: 93.546E: San Francisco Courts Building
Address: 400 McAllister Street
Assessor's Block 766,
Lots 2, 3, 4 and 5

SAN FRANCISCO

CITY PLANNING COMMISSION

MOTION NO. 13712

ADOPTING FINDINGS RELATED TO THE CERTIFICATION OF A FINAL ENVIRONMENTAL IMPACT REPORT FOR A PROPOSED SAN FRANCISCO COURTS BUILDING, LOCATED AT 400 MC ALLISTER STREET IN THE CIVIC CENTER.

MOVED, That the San Francisco City Planning Commission (hereinafter "Commission") hereby CERTIFIES the Final Environmental Impact Report identified as case file No. 93.546E, San Francisco Courts Building for Civil Division of the San Francisco Courts system including the San Francisco Municipal and Superior Courts, and the Dependency section of the Juvenile Court. (hereinafter "Project") based upon the following findings:

1) The City and County of San Francisco, acting through the Planning Department (hereinafter "Department") fulfilled all procedural requirements of the Califomia Environmental Quality Act (Cal. Pub. Res. Code Section 21000 et seq., hereinafter "CEQA"), the State CEQA Guidelines (Cal. Admin. Code Title 14, Section 15000 et. seq., (hereinafter "CEQA Guidelines") and Chapter 31 of the San Francisco Administrative Code (hereinafter "Chapter 31").

a. The Department determined that an EIR was required and provided public notice of that determination by publication in a newspaper of general circulation on September 17, 1993.

b. On February 4, 1994, the Department published the Draft Environmental Impact Report (hereinafter "DEIR") and provided public notice in a newspaper of general circulation of the availability of the DEIR for public review and comment and of the date and time of the City Planning Commission public hearing on the DEIR; this notice was mailed to the Department's list of persons requesting such notice.

c. Notices of availability of the DEIR and of the date and time of the public hearing were posted on or near the project site by Department staff on February 8, 1994.

d. On February 4, 1994 copies of the DEIR were mailed or otherwise delivered to a list of persons requesting it, to those noted on the distribution list in the DEIR, to adjacent property owners, and to govemment agencies, the latter both directly and through the State Clearinghouse.

e. Notice of Completion was filed with the State Secretary of Resources via the State Clearinghouse on February 4, 1994.

2) The Commission held a duly advertised public hearing on said Draft Environmental Impact Report on March 10, 1994, at which opportunity for public comment was given, and public comment was received on the DEIR. The period for acceptance of written comments ended on March 21, 1994.

3) The Department prepared responses to comments on environmental issues received at the public hearing and in writing during the 45-day public review period for the DEIR, prepared revisions to the text of the DEIR in response to comments received or based on additional information that became available during the public review period, and corrected errors in the DEIR. This material was presented in a "Draft Summary of Comments and Responses," published on June 9, 1994, was distributed to the Commission and to all parties who commented on the DEIR, and was available to others upon request at Department offices.

4) A Final Environmental Impact Report has been prepared by the Department, consisting of the Draft Environmental Impact Report, any consultations and comments received during the review process, any additional information that became available, and the Summary of Comments and Responses all as required by law.

5) Project Environmental Impact Report files have been made available for review by the Commission and the public, and these files are part of the record before the Commission.

6) On June 23, 1994, the Commission reviewed and considered the Final Environmental Impact Report and found that the contents of said report and the procedures through which the Final Environmental Impact Report was prepared, publicized and reviewed comply with the provisions of CEQA, the CEQA Guidelines and Chapter 31.

7) The City Planning Commission hereby does find that the Final Environmental Impact Report conceming File No. 93.546E: San Francisco Courts Building, reflects the independent judgment of the City and County of San Francisco, is adequate, accurate and objective, and that the Summary of Comments and Responses contains no significant revisions to the Draft Environmental Impact Report, and hereby does CERTIFY THE COMPLETION of said Final Environmental Impact Report in compliance with CEQA and the CEQA Guidelines.

8) The Commission, in certifying the completion of said Final Environmental Impact Report, hereby does find that the project described in the Environmental Impact Report:

a. Will not have a project-specific significant effect on the environment; and

b. Will have a significant effect on the environment in that it would increase the daytime population on the project site above existing conditions, which would be subject to substantial danger during a major earthquake. Such population would contribute to congestion, which, along with the debris in the streets, would impede the access of emergency services responding to fire and other earthquake related emergencies. Although the San Francisco Courts Building would meet the most current building and seismic engineering requirements of the San Francisco Building Code and the new building would be more resistant to earthquake damage than are the existing buildings on the project site, mitigation that would eliminate significant environmental impacts in San Francisco from a major earthquake nearby is not available.

I hereby certify that the foregoing Motion was ADOPTED by the City Planning Commission at its regular meeting of June 23, 1994.

Lind Avery
Commission Secretary

AYES: Commissioners Boldridge, Fung, Levine Lowenberg, Martin, Prowler, Unobskey

NOES: None

ABSENT: None

ADOPTED: June 23, 1994

PLACE
POSTAGE
HERE

Department of City Planning
Office of Environmental Review
450 McAllister Street, 6th Floor
San Francisco, CA 94102

Attn: Carol Roos, EIR Coordinator
93.546E - San Francisco Courts Building

PLEASE CUT ALONG DOTTED LINE

RETURN REQUEST REQUIRED FOR FINAL
ENVIRONMENTAL IMPACT REPORT

REQUEST FOR FINAL ENVIRONMENTAL IMPACT REPORT

TO: Department of City Planning,
Office of Environmental Review

Please send me a copy of the Final EIR.

Signed: _____

Print Your Name and Address Below

_____
|
|
|
|
|_____

City and County of San Francisco
Department of City Planning

SAN FRANCISCO COURTS BUILDING
Draft
Environmental Impact Report
93.546E

Draft EIR Publication Date: February 4, 1994
Draft EIR Public Hearing Date: March 10, 1994
Draft EIR Public Comment Period: February 4 to March 21, 1994

Written comments should be sent to
The Environmental Review Officer
450 McAllister Street, Sixth Floor
San Francisco, CA 94102

This report has been prepared on post-consumer recycled paper.

D REF 711.4097 Sa522

San Francisco Courts
Building : draft,
-1994

S.F. PUBLIC LIBRARY

3 1223 03529 2425

SAN FRANCISCO COURTS BUILDING
DRAFT ENVIRONMENTAL IMPACT REPORT

TABLE OF CONTENTS

		Page
	INTRODUCTION	1
I.	SUMMARY	3
II.	PROJECT DESCRIPTION	21
	A. Project Sponsor's Objectives	21
	B. Project Location	22
	C. Project Characteristics	22
	D. Project Schedule, Cost, Approval Requirements, and Master Plan Policies	29
III.	ENVIRONMENTAL SETTING	35
	A. Land Use and Zoning	35
	B. Architectural and Historic Resources	42
	C. Shadow	53
	D. Transportation	53
	E. Hazards	57
IV.	ENVIRONMENTAL IMPACTS	61
	A. Architectural and Historic Resources	61
	B. Urban Design	64
	C. Shadow	66
	D. Transportation	75
	E. Hazards	84
	F. Growth Inducement	97
V.	MITIGATION MEASURES PROPOSED TO MINIMIZE POTENTIAL ADVERSE IMPACTS OF THE PROJECT	101
VI.	SIGNIFICANT ENVIRONMENTAL EFFECTS THAT CANNOT BE AVOIDED IF THE PROPOSED PROJECT IS IMPLEMENTED	108
VII.	RELATIONSHIP BETWEEN SHORT-TERM USES OF THE ENVIRONMENT AND LONG-TERM PRODUCTIVITY	110
VIII.	SIGNIFICANT IRREVERSIBLE ENVIRONMENTAL CHANGES	111
IX.	ALTERNATIVES TO THE PROPOSED PROJECT	112
	A. No Project	112
	B. Alternative Site	114
	C. No Exceptions to the Planning Code	116
	D. Preservation of City Hall Annex	119
	E. Parking Alternatives	121

TABLE OF CONTENTS (Continued)

		Page
X.	DRAFT EIR DISTRIBUTION LIST	126
XI.	APPENDICES	
XII.	EIR AUTHORS AND CONSULTANTS; PERSONS AND ORGANIZATIONS CONSULTED	

LIST OF FIGURES

1.	Project Location	23
2.	Conceptual Floor Plan	26
3.	Existing Land Uses in the Project Area	36
4.	Planning Code Use Districts and Height and Bulk Districts	40
5.	Architectural Resources in the Project Vicinity	44
6.	View of Project Site Looking Northwest from McAllister Near Polk Street	49
7.	View of 450 McAllister Street	50
8.	Buildings on the Project Site	52
9.	Massing Diagram of Project Looking Northwest from Civic Center Plaza	65
10.	Project Shadow Patterns - December 21 (10:00 a.m., noon, 3:00 p.m., PST)	67
11.	Project Shadow Patterns - March 21 (10:00 a.m., noon, 3:00 p.m., PST)	68
12.	Project Shadow Patterns - June 21 (10:00 a.m., noon, 3:00 p.m., PDT)	69
13.	Project Shadow Patterns - September 21 (10:00 a.m., noon, 3:00 p.m., PDT)	70
14.	Maximum Extent of Shadow	74
15.	Hazards Investigation Site Plan	87

TABLE OF CONTENTS (Continued)

Page

LIST OF TABLES

1. Project Characteristics 25

2. Land Uses Involving Potentially Hazardous Materials 88

INTRODUCTION

This EIR, for the proposed San Francisco Courts Building, incorporates some information from the EIR for the San Francisco Main Library (Case No. 90.808E, Final EIR certified February 27, 1992), and from Program EIRs that have been previously published. Information from the *San Francisco Main Library EIR* primarily relates to the Civic Center context of the proposed project, including architectural resources and transportation conditions. Most of the information from the Program EIRs relates to cumulative impacts of downtown growth contained in the *Mission Bay EIR* (Case No. 86.505E, Final EIR certified August 23, 1990), the *South of Market Plan EIR* (Case No. 85.463E, Final EIR certified December 7, 1989), and the *Downtown Plan EIR* (Case No. EE81.3, Final EIR certified October 18, 1984). The *Mission Bay EIR* covers the impacts of potential development in a 300-acre area just south of the Greater Downtown, from Townsend Street to Mariposa Street, east of the I-280 freeway. The *South of Market Plan EIR* analyzes impacts of development under the South of Market Plan development controls and alternatives in the area generally south of Mission Street to the Mission Bay planning area and east of U.S. 101 to the Rincon Hill area east of Second Street. The *Downtown Plan EIR* analyzes the impacts of various development policy alternatives in the C-3 (Downtown Commercial) zoning districts in San Francisco.

The *Mission Bay* and *South of Market Plan EIRs* include the most current estimates of employment growth for the Downtown & Vicinity and for the rest of the City; revised analysis and conclusions regarding overall cumulative transportation impacts in the future; and new cumulative air quality information. (The term "Downtown & Vicinity" means the C-3 District and the areas around it: South of Market, Mission Bay, South Van Ness, Civic Center, and the Northeastern Waterfront. See *Mission Bay EIR*, Vol. II, pp. IV.4-5. The project site is included in the Downtown & Vicinity.) The *Downtown Plan EIR* contains other cumulative impact information regarding such topics as energy consumption and seismic effects that also is applicable to the new Courts Building project. It is important to note that the forecasts of employment growth used in these Program EIRs were prepared prior to the current recession. As noted in the Department of City Planning's 1993 Commerce and Industry Survey, San Francisco has lost jobs in the past two to three years. It is likely, therefore, that the cumulative impacts related to employment activity are overstated in these EIRs.

Where information from these areawide EIRs is presented in the *Courts Building EIR*, it is incorporated by reference with a summary, pursuant to CEQA Sections 21061 and 21100 (see also State CEQA Guidelines Section 15150). Those reference documents, and the *Main Library EIR,* are available for public review at the Office of Environmental Review, 450 McAllister Street, San Francisco, at the San Francisco Main Library, and at various branch libraries.

I. SUMMARY

A. PROJECT DESCRIPTION

The City and County of San Francisco, responsible for providing quarters for the Superior and Municipal Courts, acting through the Chief Administrative Officer proposes to build a new courthouse (the Courts Building) on the northwest corner of McAllister and Polk Streets, with funding from the Courthouse Construction Fund. Project funds are now available to complete the design phase of the project as well as any necessary site acquisition. Financing for construction of the project would be provided through the sale of Certificates of Participation.

The project would be constructed at McAllister and Polk Streets in the northwest portion of the San Francisco Civic Center, north across McAllister Street from City Hall, on the block bounded by McAllister Street, Polk Street, Golden Gate Avenue, and Van Ness Avenue. The approximately 33,000-sq.-ft. site includes Lots 2, 3, 4, and 5 of Assessor's Block 766. The site currently includes a 65-space, 16,500-sq.-ft. surface valet parking lot at McAllister and Polk Streets; City Hall Annex, a 50,500-sq.-ft., six-story-plus-penthouse building at 450 McAllister Street; the Society of California Pioneers building, a two-story, 13,500-sq.-ft. structure at 456 McAllister Street; and a single-story 6,500-sq.-ft. City office building at 460 McAllister Street. The site is adjacent to a four-story apartment-restaurant building on Van Ness Avenue.

The project would include acquisition of the Society of California Pioneers building, demolition of the three existing buildings, and removal of the parking lot on the project site and construction of a six-story (plus one basement level), 80-foot-tall building containing approximately 240,000 sq. ft. for courtrooms, hearing rooms, support space and parking for the Civil Divisions of the San Francisco Municipal and Superior Courts, now located at City Hall and 575 Polk Street, and the Dependency section of the Juvenile Court, now housed at Youth Guidance Center. Criminal Courts would remain at the Hall of Justice on Bryant Street. Existing City uses on the project site, including the Department of City Planning and the Bureau of Building Inspection of the Department of Public Works, will relocate in 1994 to new City office space at 1660 Mission Street, approximately six blocks south, independently of this project.

The Courts Building would contain courtrooms and hearing rooms on floors two through six; a floor for family court services, family law and juvenile dependency courtrooms; jury deliberation rooms; attorney/client conference rooms; judges' chambers; a satellite law library; a short-term childcare center for court visitors (*e.g.*, jurors, witnesses, etc.); limited food service; and support space for research attorneys, courtroom clerks, staff, and court reporters. The ground floor and lower level would contain the clerk of the court and support staff functions, jury assembly room, records storage and data processing and telecommunications equipment. The basement would extend under part of Redwood Street and beneath the Polk and McAllister Street sidewalks. The ground floor would have one or two entrances from McAllister Street and/or the corner of McAllister and Polk Streets; a staff entrance on Redwood Street is now planned. The building would include provisions for some secure courtrooms and prisoner holding cells for dependency cases that could also accommodate criminal trials. Excavation would be required, to a depth of about 13 feet below the McAllister Street grade.

Between 25 and 50 non-public parking spaces for judges and sheriff's vans and other prisoner transfer vehicles would be provided; a ramp or vehicle elevators, or a combination, is being considered for parking access. Two off-street loading spaces would be provided at grade on Redwood Street; they would accommodate vans and small trucks, but not semi-trailer trucks. Bicycle parking would be provided as required by Code; one to three spaces are proposed, dependent on the number of parking spaces provided. One tree and some shrubbery on the existing parking lot would be removed as part of the project, and three street trees on the sidewalk could be removed during construction. New street trees would be planted; no other landscaping is proposed.

The project design program calls for the Courts Building exterior to be complementary to the existing major Civic Center Beaux Arts style structures. Exterior building materials are intended to relate to existing Civic Center structures, and would include granite cladding, low-glare glass, and a copper or other metal roof surface if a mansard or sloped roof is employed. The window-to-wall ratio would be patterned after other Civic Center structures.

The project would result in a net increase in building area of approximately 169,500 sq. ft. on the project site (construction of about 240,000 sq. ft. and demolition of about 70,500 sq. ft.). There would be a decrease in publicly accessible parking spaces of about 65, and a decrease in the actual number of parking spaces of between 15 and 40, depending on the amount of parking provided.

The eastern three-fourths of the site is within a P (Public) Use District, and the western one-fourth of the site is within a C-2 (Community Business) Use District. The project would be a principal permitted use in both districts. The permitted Floor Area Ratio (FAR) in the C-2 Use District is 4.8:1, because the nearest residential district is an RC-4 District (City Planning Code Sec. 124). There is no FAR limit for a P District. The project FAR would not be allowable on the C-2 part of the site and rezoning to P is required for the project as proposed. The entire site is within a 70-X Height and Bulk District. The project as proposed would require rezoning of the site to 80-X. The project also would include a lot line adjustment to merge the four lots that make up the site.

The project would require the following approvals:

- The City Planning Commission must certify the EIR; recommend approval of the proposed zoning height and use reclassifications; consider a Master Plan Referral for conformity with the City Master Plan for the proposed acquisition of the Society of California Pioneers Building, demolition of buildings including 450 McAllister Street (City Hall Annex), street vacations and construction of the new Courts Building; determine significance of any new shadow on Civic Center Plaza, according to Section 295 of the City Planning Code, after consultation with the General Manager of the Recreation and Park Department; review the project design; and find the project consistent with the Priority Policies of Section 101.1 of the City Planning Code. The Department of City Planning must approve demolition and construction permits.

- The Zoning Administrator must approve a Variance for fewer than the required number of parking spaces and for the size of the loading spaces.

- The San Francisco Courthouse Construction Committee must approve the project design.

- The Art Commission must approve the project design.

- The Board of Supervisors must consider and approve acquisition of the Society of California Pioneers Building, the zoning height and use reclassifications, and subsurface street vacations beneath Redwood Street and the Polk and McAllister Street sidewalks, and must approve an ordinance authorizing the City to enter into a lease, lease/back transaction which would form the basis of Certificates of Participation financing. The Certificates would be repaid with the monies from the Courthouse Construction Fund.

- The Department of Public Works must approve a lot line adjustment to merge the four lots.

- The Bureau of Building Inspection must approve demolition and construction permits.

Construction of the new Courts Building would take about 24 months, including demolition of the existing structures and the parking lot. The planned move-in date is March 1, 1997. Construction cost, including demolition, is estimated at $41.5 million (1995 dollars).

The project architect is a joint venture of three firms: Hood Miller Associates of San Francisco, Ross-Drulis Architects and Planners of Sonoma, and Barnes and Cavagnero / John M. Y. Lee of San Francisco.

B. MAIN ENVIRONMENTAL EFFECTS

ARCHITECTURAL AND HISTORIC RESOURCES (pp. 61 to 64)

The eastern three-fourths of the project site, including City Hall Annex, is located within a Historic District listed on the National Register of Historic Places. The entire project site is within the proposed local Civic Center Historic District, approved by the San Francisco Landmarks Preservation Advisory Board and City Planning Commission in 1988 but not adopted by the Board of Supervisors. City Hall Annex at 450 McAllister Street is not identified as contributory to the National Register district. The National Register Historic District nomination form contains some ambiguity about the architectural merit of City Hall Annex, describing it, on one hand, as enhancing the Beaux Arts Civic Center, but listing it as a non-conforming intrusion. City Hall Annex is not included in the National Historic Landmark District. The Landmarks Preservation Advisory Board, in 1993, reinitiated a local Historic District. Although the Landmarks Board case report identifies 450 McAllister Street (City Hall Annex) as a contributory structure and the building was rated "C", of contextual importance, by the Foundation for San Francisco's Architectural Heritage, the City Planning Commission has not yet made a recommendation on the formation of the local district, nor on the characterization of 450 McAllister Street. The Landmarks Board case report proposed that 512 Van Ness Avenue, the apartment-restaurant building adjacent to the project site, be included as a contributory building in the local district. The project could require closure of lot line windows on the rear (east) facade of that building. The 456 McAllister Street and 460 McAllister Street buildings are not within the National Register Historic District or National Historic Landmark District, are non-contributory in the proposed local Civic Center Historic District, and are not rated by Heritage. None of the three buildings is an individual City, State, or National Register landmark, nor are they rated in Department of City Planning surveys. All three buildings would be demolished for the project.

In view of the above, and as discussed in Chapter IV.A, Impacts, Architectural and Historic Resources, pp. 61-64, reasonable people may differ about the architectural merit of City Hall Annex and, therefore, the significance of its demolition and replacement.

Historic documentation could be undertaken prior to demolition of City Hall Annex. The demolition of 456 McAllister Street and 460 McAllister Street buildings would not affect the status of the National Register District, nor that of the proposed local Civic Center Historic District.

Demolition of the site buildings and their replacement with a newer, larger building would affect the character of the block. The new Courts Building would be considered a non-contributory element of the National Register Historic District. As a new building, the Courts Building would be considered a non-contributory structure to the proposed local Civic Center Historic District. The project architects intend that the building, which is now in the preliminary design phase, complement existing major Civic Center structures. The building would be of comparable height to other prominent Civic Center buildings, including City Hall and the Old State Building. It would be consistent with the 1912 Civic Center Plan, which envisioned Beaux Arts style City office buildings on the Four Corners surrounding Civic Center Plaza. The building would be a contemporary building intended to be complementary to the Beaux Arts style and compatible in proportion, scale and massing. Construction of the new Courts Building would not be expected to disrupt or adversely affect the status of existing National Register Historic District or the proposed local Historic District.

URBAN DESIGN (pp. 64 to 66)

The project would block some public views of architecturally important Civic Center buildings, including views of City Hall from Polk Street and Redwood Street. The project also would block private views of City Hall from the nearest residential use, the apartment-restaurant building at 512 Van Ness Avenue, where views to the southeast from the apartments along the building's east wall would be obstructed.

SHADOW (pp. 66 to 75)

The Courts Building would add new shadow to Civic Center Plaza in the late afternoon in late spring and early summer. The project, together with the New Main Library, under construction diagonally across Civic Center Plaza, would not cause new shadow to exceed, cumulatively,

one percent additional shadow per year between one hour after sunrise and one hour before sunset, the Absolute Cumulative Limit set for Civic Center Plaza under City Planning Code Section 295.

The project would add new shadow to surrounding streets and sidewalks and buildings in the project area. The project would shade the east side of the apartment-restaurant building at 512 Van Ness Avenue, specifically the apartment windows and light wells on the east side of the building. Open spaces, including Civic Center Plaza, the War Memorial Court, and the plaza in front of the Phillip Burton Federal Building at 450 Golden Gate Avenue, would not be shaded by the Courts Building between 10:00 a.m. and 3:00 p.m., at any time of year.

TRANSPORTATION (pp. 75 to 84)

Because the project essentially would result in relocation of court uses from City Hall to the proposed Courts Building across the street, it would not be expected to result in a substantial increase or change in trips (vehicular, pedestrian and transit) to and from the project vicinity, to substantially increase the demand on existing transportation systems, including transit carriers, or to substantially alter pedestrian conditions at area intersections. In general, with the project, existing court-related trips that now are made to and from City Hall would begin or end across the street at the new Courts Building. Trips associated with the approximately 20 employees and activities of the Juvenile Court Dependency section would be made to and from the site, rather than to and from Youth Guidance Center, and would not be expected to be noticeable against the daily fluctuation of traffic levels on Civic Center area streets. Courts-related trips are and would continue to be generated based on caseload, which would not increase or decrease in relation to the size of the new Courts Building. Existing trips to City offices on the project site (Department of City Planning and Bureau of Building Inspection) will be made to 1660 Mission Street as those offices will relocate there independently of the project in 1994.

The project would replace the existing 65 (with valet operations) parking spaces on the site with between 25 and 50 non-public spaces. The project would require a Variance because the number of parking spaces would not meet the City Planning Code requirement of approximately 500 spaces. The number of publicly accessible spaces on the site would decrease from about 65 to zero. Replacement parking for between 25 and 50 of the on-site public spaces lost as a result of the project would be made available by the relocation of judges' parking from public lots in the Civic Center. Therefore, the project would displace a net of between 15 and 40 public parking spaces in the Civic Center area. Remaining displaced parking demand could be accommodated

in other area lots and garages except on weekdays with special events (about 45 days per year). Parking demand would not noticeably increase because the Courts Building would not result in noticeable additional activity compared to existing courts activity in Civic Center. Access to and from the parking garage, particularly if the access were on Redwood Street, would be expected to have less effect on traffic and transit operations than the existing on-site parking lot with its main entrance on McAllister and its main exit on Polk Street.

With project implementation, City Courts and related activities (with their associated trips) would relocate from City Hall across the street to the new Courts Building. Other City office uses, and their associated trips, would relocate to City Hall from leased space within the greater Civic Center area; some existing departments in City Hall would probably expand into less cramped conditions without adding substantial numbers of people.

Cumulative transportation effects of development in the Downtown and Vicinity, encompassing the project area, are analyzed in the *Mission Bay* and *South of Market Plan EIRs*. The increase, if any, in traffic due to the project would not be measurable within daily fluctuations in traffic volumes. However, as presented in these Program EIRs, cumulative travel demand is projected to exceed p.m. peak period capacity at some of the freeways serving San Francisco, resulting in shifts in travel modes (from automobiles to transit and ridesharing).

Any growth in Courts trips (dependent on caseload), in the cumulative picture, is also accounted for in the cumulative analysis in the *Main Library EIR*, which discusses cumulative transportation effects including impacts in the Civic Center area. That analysis assumed that traffic at area intersections would increase by about one percent per year through the year 2000 cumulative horizon. That increase assumed proposed development in the project vicinity and also assumed that some growth would occur through backfill of office space currently leased by City offices in the Civic Center area.

Of seven intersections analyzed in *Main Library EIR* (which included development of a then-proposed City office building on the project site), none would experience deterioration in Level of Service from an acceptable level (LOS D or better) to an unacceptable level (LOS E or F) in the future. One intersection, Ninth and Market Streets, would worsen from LOS E to LOS F. Because the Courts Building project would not directly result in new trips, it would not affect this cumulative intersection analysis.

Cumulative parking conditions also were analyzed in the *Main Library EIR,* which found that, with cumulative development, there would be a shortfall of about 145 parking spaces in Civic Center area on an average weekday. On peak weekdays with special events (such as the Harvest Festival at Brooks Hall) - about 45 weekdays per year - there would be a parking deficit of about 730 spaces. This parking shortfall would result in people parking farther from their destinations, or shifting to other modes of transportation.

Two loading spaces would be provided at the rear of the building, on Redwood Street, a one-block, one-way (eastbound) street that does not carry through traffic. Courts activity would not increase as a result of the project and associated loading activity would not be expected to change. While localized circulation associated with loading would change due to the project, the project would not cause protracted blockage of circulation. The project would require a Variance because the loading spaces would not meet the City Planning Code size requirement, to accommodate a standard (non-tractor-trailer) truck.

Construction would result in up to 55 trucks per day traveling to and from the site during demolition and excavation. The average number of trucks per day, after the 13-week demolition and excavation phase, would be eight to ten. Trucks would likely travel up Ninth Street from the I-80 freeway and reach the site via Larkin Street and McAllister Street. During the construction period, sidewalks on the Polk Street and McAllister Street sides of the project site would be closed, with pedestrians traveling in covered pedestrian walkways to be constructed in the curb lane of those streets, displacing existing parking and bus stops. Pedestrian walkways would be provided. The project sponsor would work with the affected transit carriers to relocate bus stops during the construction period.

HAZARDS (pp. 84 to 97)

Existing buildings on the site likely contain one or more hazardous building materials, including asbestos (discussed in the Initial Study, pp. A.42 to A.43), lead-based paint, PCBs in electrical and hydraulic equipment, and mercury vapors in fluorescent lights. Abatement and removal of hazardous building materials would occur prior to building demolition, in accordance with applicable regulations.

Past land uses on the project site have resulted in some subsurface contamination. Historical activities at the site associated with the handling of hazardous materials include a fire station and subsequently a service station on what is now the parking lot, two former auto repair facilities,

and placement of fill material on the site following the 1906 earthquake and fire. Preliminary sampling and analysis of soils on the site have indicated that petroleum hydrocarbons, lead and, at one location, copper are present at levels that may be considered hazardous. The groundwater beneath the site has not been tested.

During construction activities, there is the potential to expose workers and the public to contaminated soils or groundwater at the site, particularly through release of contaminated dusts or vapors. Dewatering may be required during construction, and it is unknown if the groundwater quality meets the requirements of the City's Industrial Waste Ordinance for disposal to the City's combined sewer system. In addition, during site excavation, underground tanks may be encountered that would require removal pursuant to the City's tank removal ordinance. If soil or groundwater contaminated by chemicals were to be removed from the site, a Hazardous Materials Management Plan would be prepared and implemented (see Mitigation Measure, p. 13). A Health and Safety Plan would be implemented to ensure public and worker safety during demolition, excavation, and construction (see Mitigation Measure, p. 14).

Because the proposed Courts Building would include one basement level, excavation ranging from about 12 to 21 feet and disposal of soil would be required. Several options are being considered for disposal of contaminated soil. These include disposal at an appropriately permitted landfill in California or out-of-state and/or encapsulation beneath the floor slab of the proposed Courts Building. Approximately 10,500 cubic yards of soil is currently estimated (based on preliminary site testing) to require special handling for disposal, as follows: approximately 500 to 1,000 cubic yards of native dune sand that has been affected by a waste oil release at the former service station would require treatment and/or disposal; approximately 1,000 cubic yards of fill beneath 450 McAllister Street that contains lead levels that exceed the California hazardous waste criteria and the federal land disposal restrictions would require treatment and disposal; and approximately 8,500 cubic yards of fill from the remainder of the project site contains petroleum hydrocarbon and/or lead at levels that would require further testing. The estimated volumes and disposal methods may be modified following additional testing.

Project implementation would reduce hazards by treatment and/or removal and disposal of hazardous wastes currently present on the site.

C. MITIGATION MEASURES

Primary measures that would mitigate potentially significant environmental effects are presented below. A full recitation of mitigation measures proposed as part of the project or under consideration by the project sponsor, and those under the jurisdiction of other agencies is presented on pp. 101 - 107.

MEASURES PROPOSED AS PART OF THE PROJECT

- The sponsor would retain the services of an archaeologist.

  Given the archival history of the project site, an historical archaeologist would be present during site excavation and would record observations in a permanent log. The ERO would also require cooperation of the project sponsors in assisting such further investigations on site as may be appropriate prior to or during project excavation, even if this results in a delay in excavation activities.

  Should archaeological resources be found following commencement of excavation activities, the archaeologist would assess the significance of the find, and immediately report to the ERO and the President of the LPAB. Excavation or construction activities which might damage the discovered cultural resources would be suspended for a maximum of four weeks (cumulatively for all instances where the ERO has required a delay in excavation or construction) to permit inspection, recommendation and retrieval, if appropriate. Upon receiving the advice of the consultants and the LPAB, the ERO would recommend specific action to protect the resources, if necessary.

  Following site clearance, an appropriate security program would be implemented to prevent looting. Any discovered cultural artifacts assessed as significant by the archaeologist upon concurrence by the ERO and the President of the LPAB would be placed in an appropriate repository as determined by the ERO. Copies of the reports prepared according to these mitigation measures would be sent to the California Archaeological Site Survey Office at Sonoma State University along with three copies to the ERO.

- In order to provide for pedestrian safety during the project construction period, the project sponsor would require the general contractor to ensure that covered four-foot pedestrian walkways be maintained along the McAllister Street and Polk Street frontages during the construction period, where construction would pre-empt sidewalk space, and that pedestrian traffic would be prohibited or there would be signs diverting pedestrian traffic from Redwood Street if needed.

- During the construction period, construction truck movement would be permitted only between 9:00 a.m. and 3:30 p.m. to minimize peak-hour traffic (including transit) conflicts. The project sponsor and construction contractor(s) would meet with the Traffic Engineering Division of the Department of Parking and Traffic, the Fire Department, MUNI, Golden Gate Transit, SamTrans, and the Department of City Planning to determine

feasible traffic mitigation measures to reduce traffic congestion, including transit disruption (for example, potential relocation of bus stops and preferred vanpool parking), and pedestrian circulation impacts during construction of this project and other nearby projects that are planned for construction or which later become known.

- The project sponsor would require the contractor(s) to sprinkle the site with water during demolition, excavation and construction activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soil, sand or other such material; and sweep surrounding streets during demolition, excavation and construction at least once per day to reduce particulate emissions.

- If dewatering were necessary, groundwater pumped from the site would be retained in a holding tank to allow suspended particles to settle, if this were found necessary by the Bureau of Environmental Regulation and Management of the Department of Public Works, to reduce the amount of sediment entering the storm drain / sewer lines.

- The project sponsor would ensure that a building survey were conducted (possibly as part of the asbestos survey) to identify polychlorinated biphenyl (PCB)-containing electrical or hydraulic equipment, lead-based paint, fluorescent lights potentially containing mercury vapors, and other potentially hazardous building materials. If necessary to protect public health, construction workers, or the environment, removal and abatement of identified hazardous building materials or other hazardous substances would be conducted prior to demolition of existing structures, as required by the Bay Area Air Quality Management District, the California Occupational Safety and Health Administration, and federal, state and local laws, including Titles 22 and 23 of the *California Code of Regulations* (hazardous materials and water quality) and the City's Hazardous Materials Ordinance.

- In the event that soils or groundwater affected by chemicals are removed from the project site, the project sponsor would ensure that a Hazardous Materials Management Plan is prepared and implemented for planned hazardous materials handling, removal and disposal activities. The Hazardous Materials Management Plan would include a description of any additional sampling that would be performed for further site characterization, planned hazardous materials handling methods, removal and disposal procedures. The Hazardous Materials Management Plan would require that all hazardous materials handling, removal and disposal be undertaken in accordance with applicable federal, state and local hazardous materials laws and regulations.

- If dewatering were required for construction, the project sponsor would ensure that the Hazardous Materials Management Plan would include procedures for analyzing groundwater for chemicals, including sampling in the vicinity of the former waste oil tank in accordance with the City's Industrial Waste Ordinance to determine if groundwater may be discharged to the sewer system. Disposal of groundwater from dewatering activities would be conducted in accordance with the City's Industrial Waste Ordinance (Public Works Code, Article 4.1). The Regional Water Quality Control Board would be notified if water quality impacts are identified, in accordance with applicable regulations.

- During the initial stages of excavation, the potential presence of underground storage tanks (USTs) would be evaluated by uncovering areas where the USTs are suspected. Any USTs

identified there or elsewhere on the site would be remediated and any hazardous materials released from the USTs would be removed in accordance with the requirements of Article 21 of the San Francisco Health Code (the San Francisco tank removal ordinance) and Title 23 of the *California Code of Regulations*.

- The project sponsor would work with Chevron to ensure that soil and groundwater quality affected by petroleum hydrocarbon releases at the former service station site are investigated and remediated in accordance with applicable regulations. If water quality impacts are identified, reports (including, for example, sample locations, chain of custody forms, and laboratory analysis reports) would be sent to the Department of Public Health, and the Regional Water Quality Control Board would be notified.

- The project sponsor would ensure that the construction contractor provides and implements a Health and Safety Plan prepared by a certified industrial hygienist to the City, to meet all applicable federal, state, and local environmental and worker safety laws. The Plan would establish policies and procedures to protect workers and the public from potential hazards posed by hazardous materials at the project site, and it would be prepared according to federal and California OSHA regulations for hazardous waste health and safety plans. The Site Health and Safety Plan would include items such as the following, as applicable to site conditions: identification of contaminants, potential hazards, material handling procedures, dust suppression measures, personal protection clothing and devices, controlled access to the site, health and safety training requirements, monitoring equipment used during construction to verify health and safety of workers and the public, measures to protect public health and safety, and emergency response procedures.

MEASURES UNDER CONSIDERATION BY THE PROJECT SPONSOR

- The ramp or vehicle elevator leading to the project parking area could include warning device(s) (lighted signs and noise-emitting devices) to alert pedestrians to vehicles exiting the structure, and to alert exiting drivers to pedestrians.

D. ALTERNATIVES TO THE PROPOSED PROJECT

ALTERNATIVE A: NO PROJECT

This alternative would entail no change to the site. No demolition of the existing structures or parking lot would occur, and the Courts Building would not be built. The Civil Division of the Municipal and Superior Courts would remain at City Hall and in leased space, and the Juvenile Dependency Courts would remain at Youth Guidance Center. The space occupied by the Courts at City Hall would be temporarily vacated for seismic renovation of City Hall; the Courts would move to leased space. One potential temporary relocation site is the University of California, San Francisco, Laurel Heights facility, where the Courts could lease space formerly used for

interim relocation by Caltrans. The Department of City Planning and Bureau of Building Inspection, now at 450 and 460 McAllister Street, are scheduled to move to 1660 Mission Street in 1994; these buildings could remain vacant for some period. With this alternative, other City offices currently in leased space would probably occupy the buildings at 450 and 460 McAllister Street. The Society of California Pioneers would remain at 456 McAllister Street. This alternative would not preclude redevelopment of all or part of the project site in the future, with a larger or smaller development than the project.

If this alternative were implemented, impacts associated with the proposed project would not occur. The environmental characteristics of this alternative would be generally as described in the Environmental Setting chapter of this report and the Initial Study. There would be no effects on architectural resources or historic districts, since no demolition or construction would occur. Traffic and parking would not be affected; future traffic conditions in the Civic Center area would reflect the impacts of cumulative development, minus the project. There would be no construction-related effects on traffic including transit. During the City Hall construction period relocation of the Courts could temporarily shift Courts transportation impacts, depending upon the relocation site. No new shadow would be cast by the project. Existing potential hazards such as asbestos in buildings would remain or be remediated separately from the project. Project excavation would not occur. Therefore, workers and others would not be exposed to potential hazardous materials in the soil; neither would such potential hazard be remediated. Any potential subsurface cultural resources would not be affected. The site would not be rezoned.

ALTERNATIVE B: ALTERNATIVE SITE

This alternative would involve construction of a new Courts Building at an alternative location in the Civic Center area. For purposes of this analysis, the off-site alternative considered would be the northern portion of the block bounded by McAllister Street, Larkin Street, Golden Gate Avenue, and Hyde Street, owned by Hastings College of the Law. Part of the approximately 38,000-sq.-ft. parcel is used for parking, while the remainder is vacant. No buildings would be demolished with this alternative. The project under this alternative would be an approximately 120-foot tall structure that would include ground-floor retail space. It would occupy most the entire Golden Gate Avenue frontage between Larkin and Hyde Streets and would be set back from the rear property line.

The Courts Building would be a permitted use in the RC-4 District and the North of Market Residential Special Use District. This alternative would require rezoning to construct a 120-foot structure in an existing 80-T Height and Bulk District.

This alternative would not affect architectural resources by the demolition of City Hall Annex at 450 McAllister Street, a building not identified as contributory to the National Register Historic District, rated "C" by Heritage and identified as contributory to the proposed local Civic Center Historic District in the Landmarks Preservation Advisory Board case report. Transportation effects would be similar to those of the project (*i.e.,* no noticeable increase in travel or parking demand), with localized circulation impacts related to parking and loading shifted from the project site to the alternative site area. The Courts Building at this alternative site would not add shadow to Civic Center Plaza during the Sunlight Ordinance hours. It would result in greater shadow effects on surrounding streets and sidewalks than would the project. Wind effects may be greater than those of the project because of the taller structure, and would be strongly influenced by the existing Federal Building west of the alternative site.

Effects related to excavation and construction such as effects on potential subsurface cultural resources and hazards, if any, would be dependent on the nature of site-specific cultural resources, geology and soil and/or groundwater contamination, if any. Archival research and on-site testing would be required to make that determination. Pile driving probably would be required. Construction-related noise and air quality impacts would be similar to those of the project, since the type and duration of construction would be expected to be similar; construction noise impacts would be greater with pile driving. Nearby land uses that would be considered sensitive receptors for construction-related noise and air quality effects would include apartment buildings on the McAllister Street and Larkin Street frontages of this block (south of this site) and north of Golden Gate Avenue, more residential uses than exist in the immediate vicinity of the project site. Construction noise and air quality also could affect students and faculty at Hastings College of the Law; the college's library and some classrooms are located in a building at the east end of this alternative site block.

This alternative would construct a building for the Civil Courts within the Civic Center area, farther from City Hall than the proposed project. It would be east across Larkin Street from the existing State Office Buildings at 350 McAllister Street and 455 Golden Gate Avenue and the Phillip Burton Federal Building. Effects on public services and energy would be similar to those of the project. Some shrubs would be removed from the rear of the vacant portion of the site.

No trees, including a large tree north of one of the existing apartment buildings on the McAllister Street side of this block, would be expected to be removed with this alternative.

ALTERNATIVE C: NO EXCEPTIONS TO THE PLANNING CODE

This alternative would be construction of a new Courts Building on the project site, within the existing 70-X Height and Bulk District and existing C-2 and P Use Districts, and would not include rezoning. This alternative would not include a parking Variance to allow for construction of the Courts Building with fewer than the City Planning Code-required number of parking spaces or for the smaller dimensions of loading spaces than required by the Code. A total of about 500 parking spaces in eight subsurface levels would be included in this alternative.

This alternative would be 70 feet in height, compared to 80 feet with the project, and would include a total of about 214,000 sq. ft. of courts-related space (excluding parking), about 6 percent less than the proposed project, because the building would comply with the City Planning Code floor area ratio (FAR) of 4.8:1 on that portion of the project site within the C-2 zoning district. In the P Use District portion of the site, the building would contain six stories, as would the project; the lower height would result in lower floor-to-ceiling heights and the same number of stories. In the C-2 Use District, the building would be fewer stories and/or incorporate setback(s) to meet the FAR. The smaller building would accommodate a somewhat reduced building program compared to that of the proposed project.

This alternative would result in a building about 10 feet shorter than the proposed project. This alternative would result in greater localized traffic impacts, due to the greater number of parking spaces. Other impacts of this alternative would be similar to those of the project. Effects on architectural resources and urban design would be similar, as the shorter building would not be expected to affect the building design substantially, although exterior proportions would change somewhat. As noted, setbacks could be included on the C-2 portion. This alternative would result in demolition of the three buildings on the project site, including the City Hall Annex at 450 McAllister, not identified as contributory to the National Register Historic District, rated "C" by Heritage, and identified as contributory to the proposed local Civic Center Historic District in the Landmarks Preservation Advisory Board case report. Shadow impacts would be somewhat less than with the project due to the shorter building; Civic Center Plaza would be subject to additional shadow during the late afternoon in late spring and early summer, as with the project. Hazards impacts related to demolition would be similar to those of the project, because all three buildings would be demolished. The additional excavation that would be required could increase

the amount of contaminated soils that would have to be removed and disposed of and the potential for contact with possibly contaminated groundwater, as well as associated remediation. The additional excavation could result in greater effects on potential subsurface cultural resources. Substantially more excavation and associated shoring would be required than with the project. Pile driving and dewatering would be required; construction noise would be greater. This alternative would approximately double the 24-month construction schedule of the project.

ALTERNATIVE D: PRESERVATION OF CITY HALL ANNEX

This alternative would include construction of a new Courts Building on the project site but would include retention of the City Hall Annex at 450 McAllister Street, which would be seismically strengthened and integrated into a new Courts Building covering the entire site. Integration of City Hall Annex into the new building would require that openings be created in the building walls for movement throughout the new structure. For purposes of analysis, it is assumed that new construction with this alternative would be about 75 feet tall, the same height as the existing City Hall Annex and about five feet shorter than the proposed project. It is assumed that no more than 25 parking spaces would be provided. This alternative would require a parking and loading Variance, as would the project.

With this alternative, courtrooms and hearing rooms would be accommodated in the new construction, while City Hall Annex would house administrative functions. (City Hall Annex would not be suitable for courtroom space because of the existing building configuration and floor plans.) Five courtrooms / hearing rooms could be accommodated on each of Floors 2 through 6, for a total of 25 courtrooms and hearing rooms, 18 fewer than the 43 proposed as part of the project. The project site would be rezoned to a P (Public) Use District and a 80-X Height and Bulk District with this alternative, as with the proposed project.

This alternative would preserve City Hall Annex at 450 McAllister Street. The building is not identified as contributory to the National Register Historic District. It was rated "C", of contextual importance, by Heritage and is identified in the Landmarks Preservation Advisory Board case report as contributory to the proposed local Civic Center Historic District. The building is of similar design and materials and was constructed during the same time period as notable Civic Center buildings.

This alternative would provide fewer courtrooms and hearing rooms than exist currently at City Hall and would result in the need to accommodate additional courtrooms elsewhere in the Civic

Center; Juvenile Courts probably would not be relocated to the site. Traffic and parking impacts in Civic Center would be similar to those of the project, as a similar level of courts-related activity would occur in the Civic Center area as would occur with the project; some traffic impacts could be dispersed. Shadow impacts would be somewhat less than with the project; Civic Center Plaza would be subject to additional shadow during the late afternoon in late spring and early summer, as with the project. Hazards impacts related to demolition and construction would be similar to those of the project, because excavation would be required to the same depth as for the proposed project. Less excavation could be required because full excavation would not occur beneath City Hall Annex. Effects on potential subsurface cultural resources would be expected to be about the same as for the project.

ALTERNATIVE E: PARKING ALTERNATIVES

Alternative E.1: No Parking

This alternative would be the proposed project with no parking, compared to between 25 and 50 spaces with the project. This alternative would include a full basement, as with the project, and would total about 240,000 sq. ft., the same as the project. With this alternative, the project space devoted to parking would be split among various departments; building functions and staffing would be the same as with the project. This alternative would not include a ramp and/or vehicle elevators, as with the project. With this exception, the structure that would be built with this alternative would be the same as with the project. The site would be rezoned to a P (Public) Use District and a 80-X Height and Bulk District with this alternative, as with the proposed project.

In general, project-related transportation effects would be similar (*i.e.,* no noticeable increase in travel or parking demand), as the same level of courts-related activity would occur with this alternative. Without on-site parking, there would be no new effects on traffic and transit from vehicles entering and leaving the on-site garage; existing impacts of the 65-space parking lot would be eliminated. This alternative would decrease the number of parking spaces on the site from about 65 to zero. This would not be expected to have a noticeable effect on traffic or parking availability in the Civic Center area. Some drivers could park farther from their destinations or change their mode of travel.

Impacts on architectural resources and shadow would be the same as with the proposed project. Hazards impacts related to demolition and construction would be similar to those of the project, because excavation would be required to the same depth as for the project.

Effects related to geology, shadows and construction noise, and potential effects on subsurface cultural resources would occur as with the proposed project.

Alternative E.2: Two Parking Levels

This alternative would be the proposed project with the addition of a second basement level to provide additional non-public parking spaces for judges, court staff and sheriff's vehicles, for a total of up to about 120 spaces, compared to 25 to 50 spaces with the project. As with the project, no pile driving would occur. Excavation would be to a depth of about 25 feet, compared to about 13 feet with the project. The construction period would be lengthened by approximately 15 weeks because of the need for additional excavation and a thicker concrete slab. The project site would be rezoned to a P (Public) Use District and a 80-X Height and Bulk District with this alternative, as with the proposed project.

This alternative would include construction of two subsurface levels, compared to one with the proposed project. Because this alternative would involve excavation up to about 25 feet in depth, dewatering and additional shoring would be required. The additional excavation that would be required could increase the amount of contaminated soils that would have to be removed and disposed of and the potential for contact with possibly contaminated groundwater, as well as associated remediation. The additional excavation could result in greater effects on potential subsurface cultural resources.

Impacts on architectural resources and shadow would be the same as with the proposed project; transportation effects would be similar (*i.e.,* no noticeable increase in travel or parking demand), as a similar level of courts-related activity would occur in the building as under the project. The additional parking would be expected to result in a net increase in public parking availability of up to about 55 spaces in the Civic Center area (because it would make available other parking that is now used by judges and court staff), compared to the project, which would result in a net decrease of up to 40 spaces. Because 55 additional spaces is small compared to the approximately 4,000 off-street public parking spaces in the greater Civic Center Area, the additional public parking indirectly provided by this alternative would not be expected to result in a noticeable increase in traffic.

II. PROJECT DESCRIPTION

A. PROJECT SPONSOR'S OBJECTIVES

The City and County of San Francisco, responsible for providing quarters for the Superior and Municipal Courts, acting through the Chief Administrative Officer proposes to build a new courthouse (the Courts Building) on the northwest corner of McAllister and Polk Streets, with funding from the Courthouse Construction Fund. Project funds are now available to complete the design phase of the project as well as any necessary site acquisition. Financing for construction of the project would be provided through the sale of Certificates of Participation. The project sponsor, the San Francisco Courthouse Construction Committee, has the following objectives for the project:

- Construction of a separate courts building designed specifically to accommodate the current and future needs of the judiciary in a facility where the scale and finish of both the interior and exterior reflect the civic importance of the Court function;

- Enhancement of the Civic Center National Register Historic District by development of the Courts Building on a site that frames Civic Center Plaza, consistent with the 1912 Civic Center Plan, in accordance with a design that represents civic architecture at its best and is complementary to the many historically significant buildings in the District;

- Relocation of the Superior and Municipal courtrooms, judicial offices and support functions from City Hall and 575 Polk Street and relocation of Juvenile Dependency Operations from Youth Guidance Center to the new Courts Building; both relocations to be on a schedule consistent with the City Hall retrofitting program, to avoid, to the extent feasible, any additional cost that would otherwise result from temporary relocation of the courts;

- Completion of the Courts Building on the site that includes Assessor's Block 766, Lots 2, 3, 4, and 5, to take advantage in both time and cost savings of longstanding City ownership of most of the property needed for the project, as well as proximity to existing transit service and public parking to better serve the public; and

- Completion of the Courts Building on schedule and within budget.

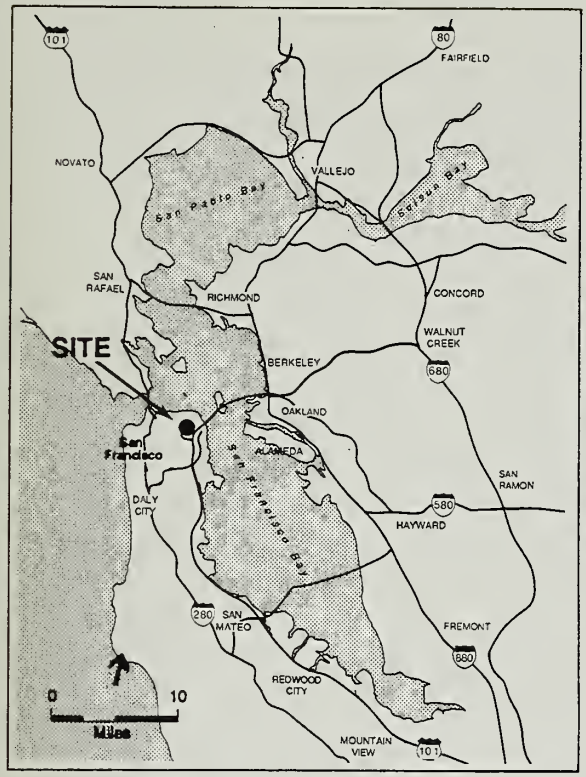
The project architect is a joint venture of three firms: Hood Miller Associates of San Francisco, Ross-Drulis Architects and Planners of Sonoma, and Barnes and Cavagnero / John M. Y. Lee of San Francisco.

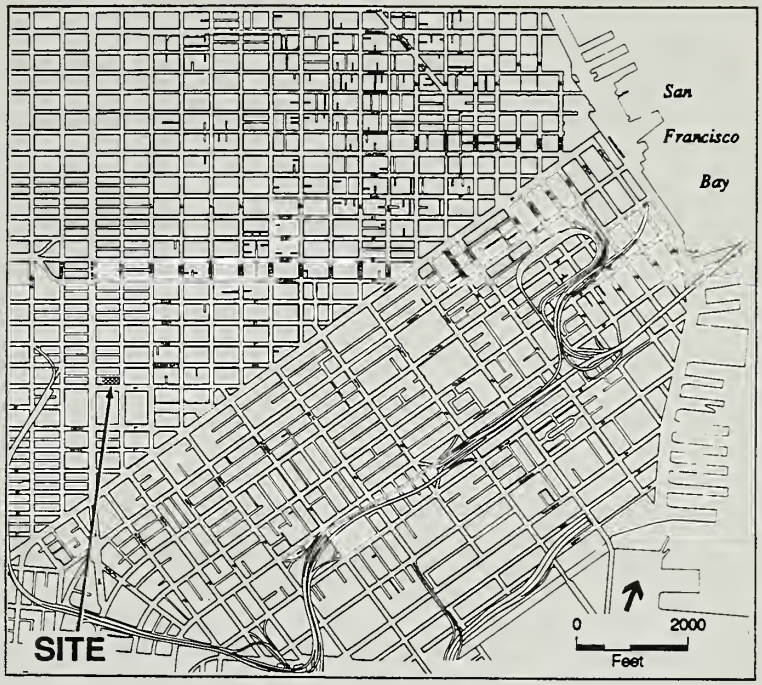
B. PROJECT LOCATION

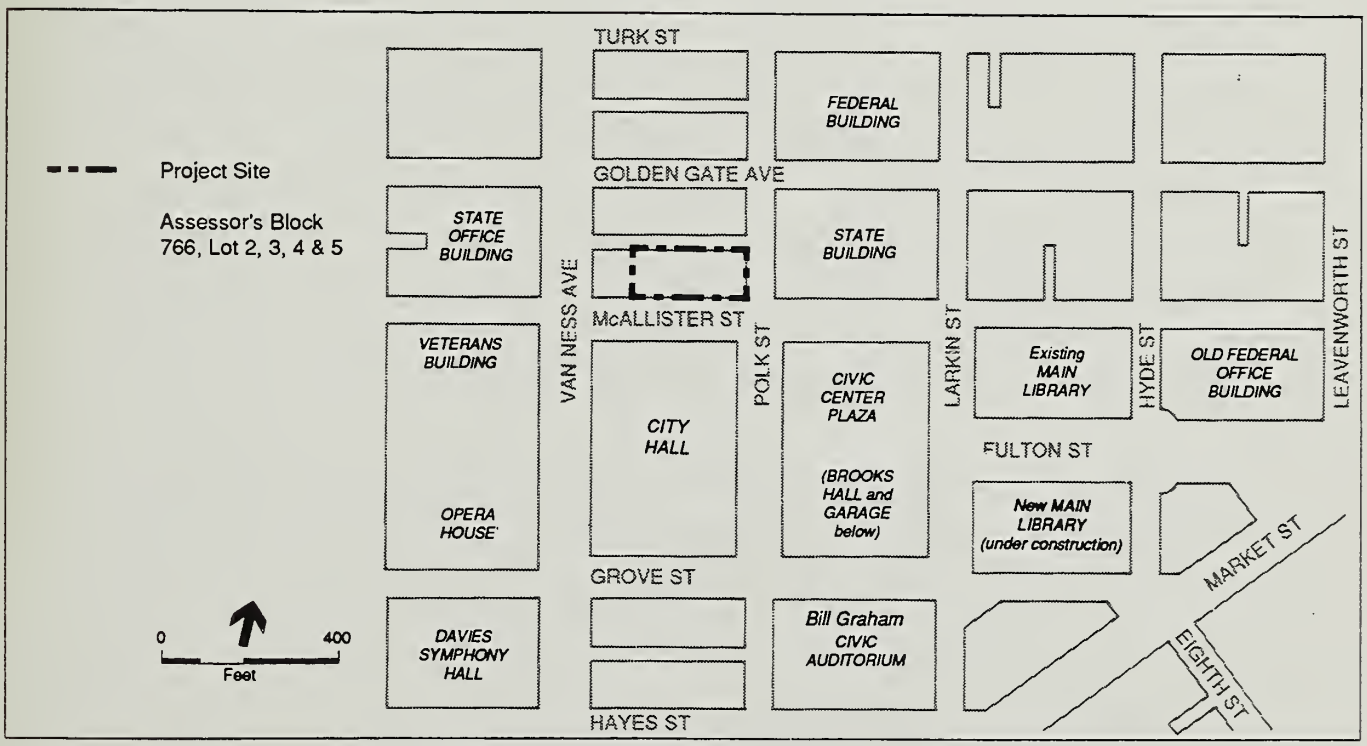
The project site is at the northwest corner of Polk and McAllister Streets, the southeast portion of the block bounded by Polk Street on the east, McAllister Street on the south, Van Ness Avenue on the west, and Golden Gate Avenue on the north (see Figure 1). That block is divided by Redwood Street; the site would occupy the half-block south of Redwood Street, with the exception of the westernmost lot. The approximately 33,000-sq.-ft. site includes Lots 2, 3, 4, and 5 of Assessor's Block 766. The site currently includes a 65-space (about 50 marked spaces plus about 15 additional spaces with valet operations[1]), 16,500-sq.-ft. surface parking lot at McAllister and Polk Streets; City Hall Annex, a 50,500-sq.-ft., six-story-plus-penthouse-and-basement building at 450 McAllister Street; the Society of California Pioneers building, a two-story (plus 1½ basement), 13,500-sq.-ft. structure at 456 McAllister Street; and a single-story (plus basement) 6,500-sq.-ft. City office building at 460 McAllister Street. The site is adjacent to 512 Van Ness Avenue at McAllister Street, a four-story apartment-restaurant building. The site is in the northwestern area of the San Francisco Civic Center, north across McAllister Street from City Hall. The eastern three-fourths of the site (the parking lot and the City Hall Annex at 450 McAllister Street) is within a P (Public) Use District, and the western one-fourth of the site (456 McAllister Street and 460 McAllister Street) is within a C-2 (Community Business) Use District. The permitted Floor Area Ratio (FAR) in the C-2 Use District is 4.8:1, because the nearest residential district is an RC-4 District (City Planning Code Sec. 124). There is no FAR limit for a P District. The entire site is within a 70-X Height and Bulk District.

C. PROJECT CHARACTERISTICS

The project would include acquisition of the Society of California Pioneers building, demolition of the three existing buildings, and removal of the parking lot on the project site and construction of a six-story (plus one basement level), 80-foot-tall building containing approximately 240,000 sq. ft. for courtrooms, hearing rooms, and related and support space for the Civil Divisions of the San Francisco Municipal and Superior Courts, now located primarily at City Hall, the Superior Court departments now at 575 Polk Street and the Dependency section of the Juvenile Court, now housed at Youth Guidance Center.[2, 3] Criminal Courts would remain at the Hall of Justice on Bryant Street. Included in the total square footage would be about 12,000 sq. ft. for up to 50 non-public parking spaces. Existing City uses on the project site, including the Department of City Planning and the Bureau of Building Inspection of the Department of Public Works, will relocate, independently of the project, to new City office space at 1660 Mission Street, approximately six blocks south, in 1994. The project would not replace







SOURCE: Environmental Science Associates, Inc.

Case No. 93.546E / San Francisco Courts Building ■

Figure 1
Project Location

the existing parking lot; parking would be provided for judges and sheriff's vehicles (see further description below). The project would replace courtrooms, hearing rooms, and related and support space for the courts now in City Hall in a new building; City Hall would be vacated and retrofitted as part of a separate project to seismically repair and upgrade public buildings. Following repair of City Hall, the space formerly occupied by the Courts would be occupied by other City offices. It is anticipated that the Department of City Planning and the Bureau of Building Inspection will relocate to City Hall from 1660 Mission Street once seismic upgrading of City Hall is complete, about 1998.[4] This EIR includes, as part of the cumulative analysis, an assumption that some existing City offices in the Civic Center area (including potentially City Planning and Building Inspection) would relocate to a remodeled City Hall and that some office space currently leased by the City would become available for use by private tenants.

Project characteristics are summarized in Table 1. Figure 2, p. 26, shows a proposed conceptual floor plan for the project. A schematic illustration of the proposed building massing is provided as Figure 9, p. 66, in Chapter IV.B., Environmental Impacts, Urban Design.[5] Because the project is in the preliminary design phase, these figures do not show detailed building or floor plans.

The Courts Building would contain about 43 courtrooms and hearing rooms on floors two through six; a floor with secure holding areas for family court services, family law and juvenile dependency courtrooms; jury deliberation rooms; attorney/client conference rooms; judges' chambers; a satellite law library; a short-term child care center for court visitors (*e.g.*, jurors, witnesses, etc.); limited food service; and support space for research attorneys, courtroom clerks, court reporters, and court administrative staff. Although the building would be used for civil, family law and dependency trials, it would include provisions for about four secure courtrooms and prisoner holding cells that could accommodate criminal trials.

The ground floor of the Courts Building would have one or two entrances from McAllister Street and/or the corner of McAllister and Polk Streets, which would be accessible to disabled persons; a staff entrance on Redwood Street is now planned. The street level would include public counters and waiting areas, the short-term childcare center, and record storage areas.

Two off-street loading spaces would be provided at grade on Redwood Street; they would accommodate vans and small trucks, but not semi-trailer trucks. The loading spaces would be smaller than required by the City Planning Code (Section 154 (b)). The basement would include parking, limited food service, jury assembly areas, storage areas, data processing areas,

TABLE 1: PROJECT CHARACTERISTICS

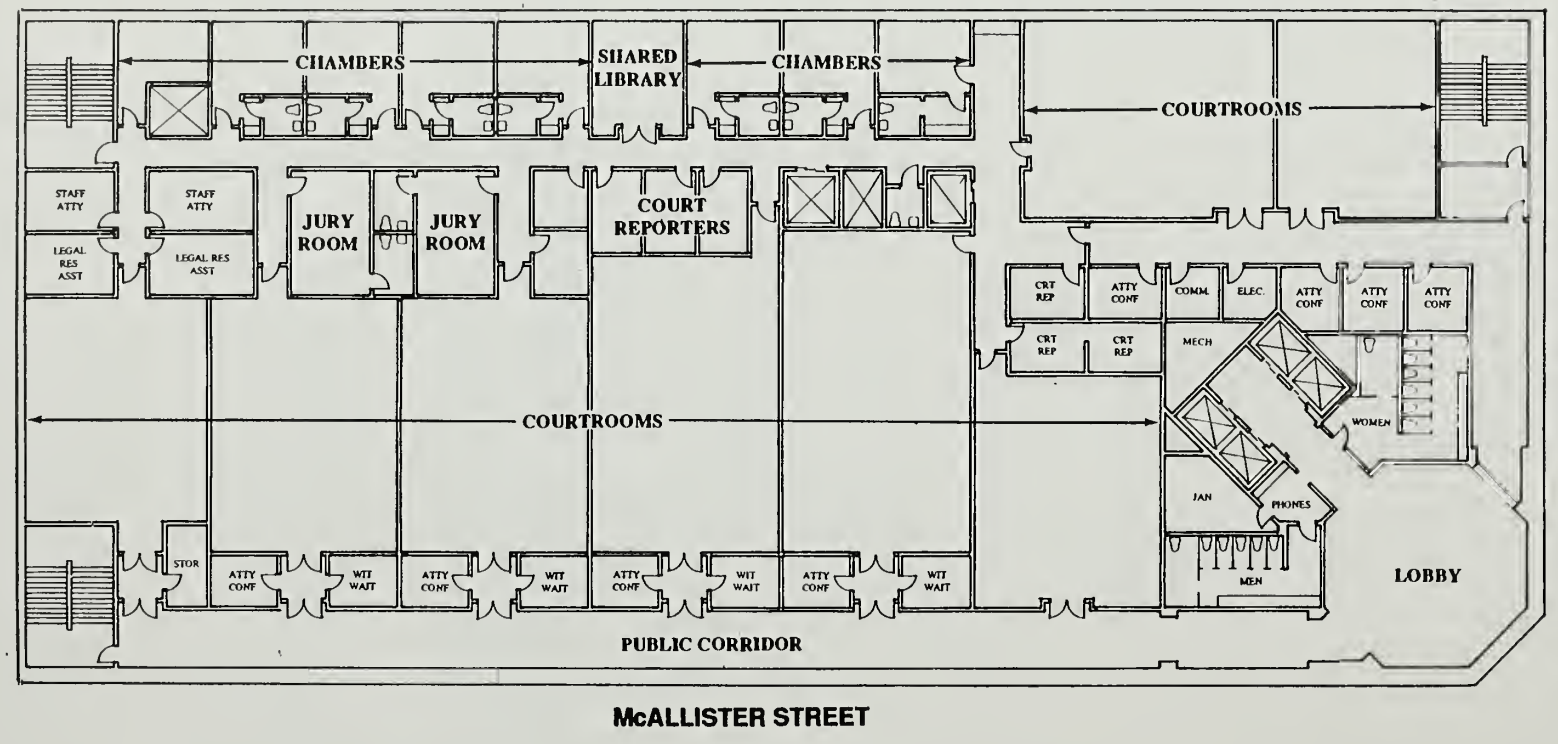
PROPOSED USES	FLOOR AREA	
Department	Net sq. ft.	Gross sq. ft.
Judicial	101,500	123,500
Clerks	29,500	38,500
Sheriff	2,500	3,500
Communication	2,500	3,000
Ancillary /a/	9,000	12,000
Total, departments	145,000	180,500
Other /b/		47,500
Parking		12,000
Total		240,000

Building height /c/	80 feet
Stories	6 above grade plus one basement
Parking spaces /d, e/	50
Loading spaces /f/	2
Floor-area ratio	6.9:1

/a/ Includes limited food services, satellite law library, child drop-off center.
/b/ Includes public waiting areas and circulation space not assigned to a particular department, building operations, and security.
/c/ Excludes mechanical penthouse (generally a 16-foot mechanical penthouse is allowable under City Planning Code Section 260 (b)(1)(A)).
/d/ Non-public.
/e/ Number of parking spaces would depend on design of garage access ramp or elevator; a minimum of 25 spaces would be included.
/f/ In covered off-street loading area (approximately 625 sq. ft.) located off Redwood Street.

SOURCE: Ross-Drulis / Hood Miller Joint Venture Architects

telecommunications equipment, and sheriff's space (security) and would extend under part of Redwood Street and beneath the Polk Street and McAllister Street sidewalks.[6] Between 25 and 50 parking spaces for judges and sheriff's vans and other prisoner transfer vehicles would be



SOURCE: Ross-Drulis / Hood Miller Joint Venture Architects

Figure 2
Conceptual Floor Plan
(Typical Court Floor)

provided, depending on the configuration of the basement access; no public parking would be provided. A ramp, vehicle elevators or a combination is being considered.

Bicycle parking would be provided as required by Sec. 155(j) of the City Planning Code, which requires one bicycle space for each 20 parking spaces. For the 25 to 50 parking spaces proposed, one to three bicycle spaces would be required.

Public elevators would be inside the main lobby; building patrons would pass through a single security entry point to reach the elevators before traveling to the upper floors. A separate elevator would be provided for judges' and staff use, and a freight elevator would provide secure transport as needed for dependency cases or in the event of a criminal trial and would be used by court staff. There would be two independent corridors and circulation spaces on each upper floor for separate public and court use.

Courtrooms and hearing rooms would have up to 12-foot ceiling heights, greater than those of an office building, with interior materials and detailing intended to provide a feeling of ceremonial space. The project design program calls for the Courts Building exterior to be complementary to the existing major Civic Center Beaux Arts style structures; the building would have a three-part facade, with a base, a shaft and capital portion, and a major cornice or parapet line. The southeast corner (at Polk and McAllister Streets), diagonally across from Civic Center Plaza, would include a chamfered (diagonally cut) corner, similar to that of the Department of Public Health building at the southwest corner of Polk and Grove Streets. Exterior building materials are intended to relate to existing Civic Center structures, and would include granite cladding, low-glare glass, and a copper or other metal roof surface, if a mansard, or sloped, roof is employed. Windows would be patterned after other Civic Center structures, in terms of the amount of glass versus solid wall. Architectural elements and ornamentation on the facade probably would be similar in general form to those of other key Civic Center buildings. Street trees, sidewalk paving materials, and street lighting are intended to be compatible and coordinated with these Civic Center features; sidewalk widths would be the same as at present.

The project, which would be built to its lot lines, could require closure of about 12 lot line windows on the rear (east) facade of the adjacent apartment-restaurant building at 512 Van Ness Avenue.

Excavation would be required for the project, to a depth of about 13 feet below the McAllister Street grade. Up to about 23,500 cubic yards of soil would be removed.

The three existing buildings on the project site, totaling about 70,500 sq. ft., would be demolished. Of the total demolition, approximately 58,000 sq. ft. is office space and about 12,500 sq. ft. is gallery/library/theater space at the Society of California Pioneers building at 456 McAllister Street. The parking lot at McAllister and Polk Streets also would be demolished, resulting in a loss of 65 public parking spaces. Currently, about 270 employees work in the buildings on the project site, all of whom would be relocated to new locations near the Civic Center, unless the Society of California Pioneers chose to locate elsewhere.[7] One employee works at the parking lot; this job would be lost due to the project. On-site employment upon building occupancy would total approximately 455 employees. Employment at the new Courts building is projected to meet the courts needs in 2010. The program calls for incremental increase in staffing levels over existing conditions to meet the projected service need, and projects a decrease in staffing levels as a result of planned consolidation of some support functions. The anticipated net result is no net gain in court-related employment as a result of the project. (See also the Initial Study, Population analysis in Appendix A, p. A.16 - A.18.)

The eastern three-fourths of the project site, including the City Hall Annex, are located within a Historic District listed on the National Register of Historic Places, and the entire site is within the proposed local Civic Center Historic District. City Hall Annex at 450 McAllister Street is not identified as a contributory structure in the National Register district; it is identified in the Landmarks Preservation Advisory Board case report as a contributory structure in the proposed local district, and was rated "C" by the Foundation for San Francisco's Architectural Heritage. (See Chapter III.B., Environmental Setting, Architectural and Historic Resources, pp. 42-53, for more information on historic districts and buildings on the site.) Underground storage tanks may exist beneath the parking lot. (See Chapter IV.E., Environmental Impacts, Hazards, pp. 84-97, for more information on potential soil contamination.)

One tree and some shrubbery on the existing parking lot would be removed. Three street trees on the sidewalk could be removed during construction. New street trees would be planted as part of the project. No further landscaping is proposed.

The project would result in a net increase in building area of approximately 169,500 sq. ft. on the project site (construction of about 240,000 sq. ft. and demolition of about 70,500 sq. ft.). There would be a net increase in employment on the site of about 185 jobs. There would be a decrease in public parking spaces of about 65, and an actual decrease in the number of parking spaces of between 15 and 40, depending on the amount of parking provided. The subsurface parking level

of the project would be served by a new ramp, by automobile elevators, or a combination, from Polk Street, McAllister Street or Redwood Street.

D. PROJECT SCHEDULE, COST, APPROVAL REQUIREMENTS, AND MASTER PLAN POLICIES

PROJECT SCHEDULE AND COST

Demolition of the existing structures and the parking lot and construction of the new Courts Building would take about 24 months, including interior finishing. The planned move-in date is March 1, 1997. Construction cost, including demolition, is estimated at $41.5 million (1995 dollars). Project scheduling is part of an integrated schedule including relocation of the Courts to the site, vacation of City Hall for seismic retrofit, and eventual reoccupancy of City Hall by Departments other than the Courts.

APPROVAL REQUIREMENTS

Following a public hearing before the City Planning Commission on the Draft EIR, responses to written and oral comments will be prepared. The EIR will be revised as appropriate and presented to the City Planning Commission for certification as to accuracy, objectivity and completeness. No permits may be issued or approvals granted before the Final EIR is certified.

On November 4, 1986, the voters of San Francisco passed Proposition M, the Accountable Planning Initiative, which established eight Priority Policies. These policies are: preservation and enhancement of neighborhood-serving retail uses; protection of neighborhood character; preservation and enhancement of affordable housing; discouragement of commuter automobiles; protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership; earthquake preparedness; landmark and historic building preservation; and protection of open space. Prior to issuing a permit for any project which requires an Initial Study under CEQA or adopting any zoning ordinance or development agreement, the City is required to find that the proposed project or legislation is consistent with the Priority Policies. The City Planning Commission or Department of City Planning, during the review and approval process for the project, including proposed zoning reclassifications and street vacations, and the Zoning Administrator, in the Variance decision(s), will make a determination of the project's conformance with the Priority Policies (City Planning Code Section 101.1), and will so advise any other approving bodies including the City Art Commission and the Board of Supervisors.

The City Planning Commission must approve rezoning of the site to change the western one-fourth of the site from a C-2 to a P Use District, and to change the Height and Bulk District of the entire site from 70-X to 80-X to allow for construction of an 80-foot-tall building.

The City Planning Commission must determine significance or lack of significance of any new shadow on Civic Center Plaza, under the sunlight ordinance after consultation with the General Manager of the Recreation and Park Department (City Planning Code Sec. 295).

The San Francisco Courthouse Construction Committee, under the state law, must review and approve all program and building elements of the project, including building design.

Because the project would be a public building, the City Planning Commission will review and the Art Commission must approve the building design. The Landmarks Preservation Advisory Board will likely be consulted by the City Planning Commission.

The City Planning Commission or Department of City Planning must consider a Master Plan referral for conformity with the Master Plan for acquisition of the Society of California Pioneers Building, demolition of buildings on the site, including 450 McAllister Street (City Hall Annex), and construction of the new Courts Building, including construction beneath Redwood Street and the south sidewalk, adjacent to the project site, and beneath the Polk and McAllister Street sidewalks along the project frontage. The Department of City Planning must approve demolition and construction permits.

The Zoning Administrator must approve a parking and loading Variance, because the project would provide fewer than the approximately 500 Code-required parking spaces, and because the off-street loading spaces would not meet the minimum Code requirement for length and width.

The Board of Supervisors would have to adopt an ordinance authorizing the City to enter into a lease, lease/back transaction which would form the basis of the Certificate of Participation financing. The Certificates of Participation would be repaid with monies from the Courthouse Construction Fund. The Board of Supervisors must also approve acquisition of the Society of California Pioneers building and the proposed zoning reclassifications.

The Board of Supervisors, with concurrence of the Department of Public Works, would have to approve a subsurface street vacation for construction beneath Redwood Street and the south

sidewalk, adjacent to the project site, and beneath the Polk and McAllister Street sidewalks along the project frontage.

The project would include merger of the four lots on the project site. The Department of Public Works must approve a lot line adjustment to merge the four lots into one.

The project would require issuance of a lot merger permit, demolition permit(s) and building permit from the Bureau of Building Inspection. No building permit applications have been filed to date.

MASTER PLAN POLICIES

As noted above, the project would be reviewed by the Department of City Planning and City Planning Commission in the context of applicable objectives and policies of the San Francisco Master Plan. Some key objectives and policies are noted below.

Community Facilities Element

- Objective 9, "assure that institutional uses are located in a manner that will enhance their efficient and effective use;" and Policy 1, "locate institutional uses according to the Institutional Facilities Plan."

The Recreation and Open Space Element

- Objective 2, to "develop and maintain a diversified and balanced city-wide system of high quality public open space;" Policy 3, to "preserve sunlight in public open spaces;" and Policy 7, to "acquire additional open space for public use."

The Transportation Element

- Objective 1, Policy 2, to "give priority to public transit as the means of meeting San Francisco's transportation needs, particularly those of commuters;" and Policy 5, to "assure expanded mobility for the disadvantaged."

- Objective 2, Policy 6, to "provide incentives for the use of transit, carpools and vanpools, and reduce the need for new or expanded automobile and automobile parking facilities."

- Objective 9, to "provide secure and convenient parking facilities for bicycles;" Policy 1, "include facilities for bicycle users in governmental, commercial and residential developments; and Policy 3, to "emphasize security in bicycle parking design."

The Urban Design Element

- Objective 1, "emphasis of the characteristic pattern which gives to the city and its neighborhoods an image, a sense of purpose, and a means of orientation;" Policy 3, to "recognize that buildings, when seen together, produce a total effect that characterizes the city and its districts;" Policy 4, to "protect and promote large-scale landscaping and open space that define districts and topography;" Policy 5, to "emphasize the special nature of each district through distinctive landscaping and other features;" Policy 6, to "make centers of activity more prominent through design of street features and by other means;" and Policy 7, to "recognize the natural boundaries of districts, and promote connections between districts."

- Objective 2, "conservation of resources which provide a sense of nature, continuity with the past, and freedom from overcrowding;" Policy 4, to "preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development;" Policy 6, to "respect the character of older development nearby in the design of new buildings;" and Policy 7, to "recognize and protect outstanding and unique areas that contribute in an extraordinary degree to San Francisco's visual form and character."

- Objective 3, "moderation of major new development to complement the city pattern, the resources to be conserved and the neighborhood environment;" Policy 1, to "promote harmony in the visual relationships and transitions between new and older buildings;" Policy 2, to "avoid extreme contrasts in color, shape and other characteristics which will cause new buildings to stand out in excess of their public importance;" Policy 3, to "promote efforts to achieve high quality of design for buildings to be constructed at prominent locations;" and Policy 5, to "relate the height of buildings to important attributes of the city pattern and to the height and character of existing development."

- Objective 4, "improvement of the neighborhood environment to increase personal safety, comfort, pride and opportunity;" Policy 3, to "provide adequate lighting in public areas;" Policy 4, to "design walkways and parking facilities to minimize danger to pedestrians;" Policy 5, to "provide adequate maintenance for public areas;" Policy 6, to "emphasize the importance of local centers providing commercial and government services;" Policy 12, to "install, promote and maintain landscaping in public and private areas;" Policy 13, to "improve pedestrian areas by providing human scale and interest;" and Policy 14, to "remove and obscure distracting and cluttering elements."

The Civic Center Area Plan

- Objective 1, to "maintain and reinforce the Civic Center as the symbolic and ceremonial focus of community government and culture;" Policy 1, to "emphasize key public buildings, particularly City Hall, through visually prominent siting;" Policy 2, to "maintain the formal architectural character of the Civic Center;" Policy 3, to "design Civic Center buildings and open spaces to serve as public gathering places for ceremonial, cultural, recreational, and other community activities;" Policy 4, to "provide a sense of identity and cohesiveness through unifying street and Plaza design treatments;" and Policy 5, to "maintain existing streets as vehicular, pedestrian or open space corridors."

- Objective 2, to "develop the Civic Center as a cohesive area for the administrative functions of city, state, and federal government, and as a focal point for cultural, ceremonial, and community activities;" Policy 1, to "design the Civic Center to promote efficiency and convenience within and between the governmental entities represented, and provide for their orderly expansion;" Policy 3, to "encourage governmental activities of each level of government to locate within a 'sphere of influence' within the Civic Center to avoid inefficient dispersal of these activities throughout the area;" and Policy 4, to "encourage administrative-oriented governmental functions (executive, legislative, and judicial) to locate in new consolidated facilities rather than being dispersed throughout the adjacent area in leased or rented quarters."

- Objective 3, to "provide convenient access to and circulation within the Civic Center, and support facilities and services;" Policy 1, to "locate buildings employing large number of employees and/or attracting large numbers of visitors in convenient pedestrian proximity to public transit and off-street parking facilities;" and Policy 3, to "provide and price parking for short-term visitor use, and discourage long-term parking. Encourage transit use as the primary means of access to the Civic Center."

The Environmental Protection Element

- Objective 1, Policy 4, to "assure that all new development meets strict environmental quality standards and recognizes human needs."

- Objective 12, to "establish the City and County of San Francisco as a model for energy management."

- Objective 15, to "increase the energy efficiency of transportation and encourage land use patterns and methods of transportation which use less energy;" and Policy 3, to "encourage an urban design pattern that will minimize travel requirements among working, shopping, recreation, school and childcare areas."

The Community Safety Element

- Objective 2, to "preserve, consistent with life safety considerations, the architectural character of buildings and structures important to the unique visual image of San Francisco;" and Policy 1, to "retain the architectural design character of buildings and structures in the renovation work required for abatement of hazards to life safety."

The project would respond, in general, to the above noted Master Plan objectives and policies.

NOTES - Project Description

1 For purposes of a conservative analysis, the EIR treats this as a 65-space lot. Therefore, demolition of the parking lot would eliminate 65 parking spaces.

2 The Juvenile Court - Dependency section deals with child abuse and neglect cases. With the project, this portion of the Juvenile Court would be relocated from the Youth Guidance Center at 375 Woodside Avenue. Criminal cases involving juvenile offenders would continue to be tried at the Youth Guidance Center, as at present.

3 Three courtrooms of the Superior Court are currently in leased space at 575 Polk Street near Golden Gate Avenue.

4 Nothenberg, Rudolf, Chief Administrative Officer, letter to Sidney Unobskey, President, City Planning Commission, November 24, 1992. This letter is on file at the Department of City Planning, 450 McAllister Street, San Francisco.

5 Description of the proposed Courts Building is generally taken from the San Francisco Courts Building Architectural Program, August 30, 1993, and from Hood Miller Associates, Memorandum response to data request from Environmental Science Associates, July 22, 1993.

6 For purposes of a conservative analysis, this description presents the maximum proposed areal extent of the building. As project design proceeds, the subsurface footprint could be reduced so as to not occupy the subsurface street rights-of-way.

7 The Society of California Pioneers would likely relocate in San Francisco (Russell Keil Jr., Co-chair, Building Committee, Society of California Pioneers, telephone conversation, July 28, 1993).

III. ENVIRONMENTAL SETTING

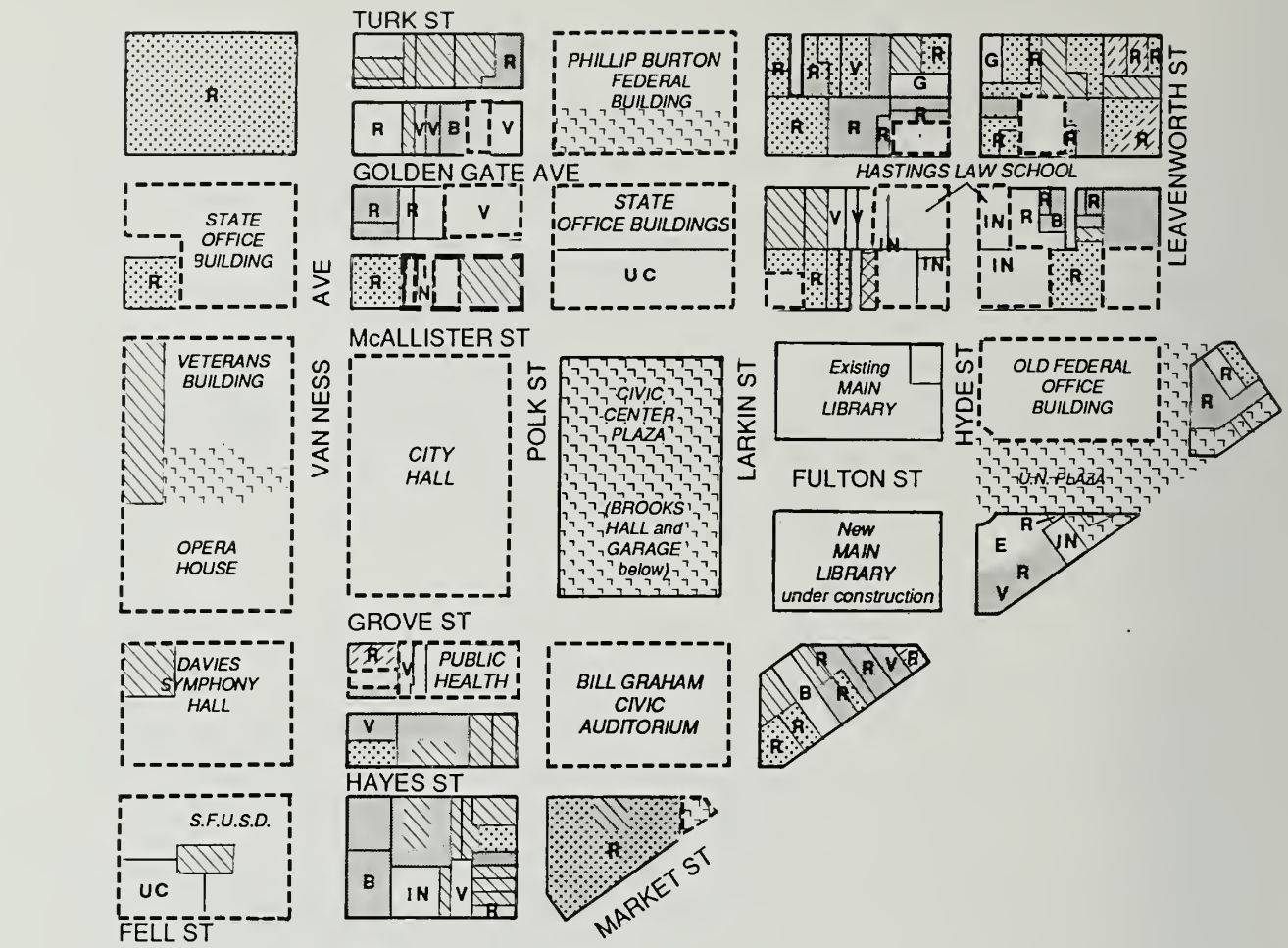
A. LAND USE AND ZONING

The Initial Study concluded that the project would not have adverse land use or zoning impacts. Land use and zoning information are included in the EIR for informational purposes, to orient the reader.

LAND USE

The 33,000-sq.-ft. project site, located in the northwest area of the San Francisco Civic Center, is now occupied by a 16,500-sq.-ft., 65-space surface public parking lot[1] at 400 McAllister Street / 401 Polk Street, the 50,500-sq.-ft., six-story-plus-penthouse City Hall Annex at 450 McAllister Street, the 13,500-sq.-ft., two-story Society of California Pioneers building at 456 McAllister Street, and a 6,500-sq.-ft., single-story City office building at 460 McAllister Street. City Hall Annex is occupied by the Department of City Planning (DCP) and the Bureau of Building Inspection (BBI) of the Department of Public Works; BBI also occupies 460 McAllister Street. The remainder of the half-block south of Redwood Street is occupied by an apartment-restaurant building at 512 Van Ness Avenue on the westernmost lot. The adjacent northern half-block, bounded by Redwood Street, Van Ness Avenue, Polk Street, and Golden Gate Avenue, contains auto sales, office, restaurant and retail uses and a vacant, earthquake-damaged state office building at 525 Golden Gate Avenue at Polk. Figure 3 shows existing land uses in the project area.

The Civic Center is identified and functions as a central area for governmental and cultural activity. Governmental activities and offices, private offices, retail, restaurant, and residential uses, and historic landmarks surround Civic Center Plaza. Many residential and office structures have ground-floor retail (including restaurant and personal service) uses. Land uses within the project vicinity consist of public buildings framing Civic Center Plaza, including City Hall (directly south of the project site), the Bill Graham Civic Auditorium on Grove Street between Polk and Larkin Streets, the Department of Public Health at Grove and Polk Streets, the State Buildings at 350 McAllister Street/455 Golden Gate Avenue, and the Main Library and New Main Library (under construction) on Larkin Street between McAllister and Grove (bisected by



SOURCE: San Francisco Department of City Planning; Downtown Plan; *Splendid Survivors*; Foundation for San Francisco's Architectural Heritage; State Office of Historic Preservation; Environmental Science Associates

Figure 3
Existing Land Uses in the Project Area

Main Library (under construction) on Larkin Street between McAllister and Grove (bisected by Fulton Street). These buildings are surrounded by a second ring of government buildings: the Phillip Burton Federal Building at 450 Golden Gate Avenue, the Old Federal Building on U.N. Plaza, the headquarters of the San Francisco Unified School District on Van Ness Avenue and Hayes Street, the Louise M. Davies Symphony Hall on Van Ness Avenue at Grove Street, the War Memorial complex, including the Opera House and Veterans Building, which houses the Herbst Theater and the San Francisco Museum of Modern Art,[2] on Van Ness Avenue between McAllister and Grove (southwest of the project site), and the Edmund G. "Pat" Brown State Office Building at 505 Van Ness Avenue at McAllister Street. The proposed project use as a consolidated site for civil courts for the City and County of San Francisco would be compatible with the use of Civic Center for government offices and related government functions.

Brooks Hall (an underground exhibit hall) and Civic Center Garage are beneath Civic Center Plaza, southeast of the project site. Civic Auditorium is linked to the subterranean Brooks Hall via a pedestrian walkway beneath Grove Street.

The project site borders retail and residential land uses immediately north and west, including 512 Van Ness Avenue, an apartment building with restaurant uses; retail uses on Van Ness at Redwood; an automobile pawn shop on Van Ness at Golden Gate Avenue; and two restaurants on Golden Gate. The block north of Golden Gate Avenue contains similar land uses (mixed-use retail, office space and parking lots). Opera Plaza, a mixed-use block that includes 451 residential condominium units and retail uses, is northwest of the project site at 601 Van Ness Avenue. Directly north of the project site across Redwood Street, is the state office building at 525 Golden Gate Avenue, vacant since the 1989 Loma Prieta earthquake, and proposed to be declared surplus and offered for sale.[3] The Old State Office Building at 350 McAllister Street, also closed after the earthquake, is under renovation and is expected to reopen in 1998.[4]

Proposed development in the project vicinity includes demolition of the existing state building at 455 Golden Gate Avenue, and construction of a new 800,000 sq. ft. state building (Case No. 93.707E).[5] A federal office building is proposed at 10th and Market Streets, about four blocks south of the site. Other potential development in the area includes a mixed-use development (Case No. 92.720E) at 630, 636-646 Van Ness Avenue and 661 Turk Street. This property has been approved for and is in use as an interim parking lot; the property is currently for sale. For 600 Van Ness Avenue, a mixed-use development to include elderly housing, a McDonald's restaurant, and associated retail/clinic space is currently undergoing review (Case

No. 93.179E). Hastings College of the Law plans to develop portions of its "Westblock" (a portion of the block bounded by Hyde, McAllister and Larkin Streets and Golden Gate Avenue) and the former KGO television building on the block immediately to the east (Case No. 90.333NLA). Potential development might include office and housing uses; development of the Westblock as a Courts Building is examined as an alternative to the proposed project in this EIR (see Chapter IX. B., Alternatives, Alternative Site).

The City is currently coordinating seismic strengthening of Bill Graham Civic Auditorium, the Opera House and Veterans Building, the existing Main Library building, and City Hall. The Courts Building may tie into the existing underground steam loop, which provides heat for many Civic Center Buildings, for space heating and hot water heating. Other City projects, including reconstruction of Civic Center Plaza according to the 1912 plan and construction of a Fulton Street pedestrian mall, remain in the long-term planning stages; voters disapproved bond funding for those last two projects.

A building to house the Civil Courts has been in various stages of planning for 40 years. In 1953, the Department of City Planning prepared a Civic Center plan that would have devoted most of City Hall to the Civil Courts. A 1958 plan prepared for the Civic Center Technical Coordinating Committee (appointed by the Mayor) called for a Civil Courts building on Marshall Square, now the construction site of the new Main Library. A 1969 plan proposed a courthouse on the site now occupied by Davies Symphony Hall. Most recently, a 1987 study examined possible reuse of the existing Main Library building as a courthouse for the Civil Division of the Superior Courts, and, also in 1987, a Civic Center proposal by the Mayor's office called for consolidating the Civil and Criminal Courts into a single building near the Hall of Justice on Bryant Street. The Courthouse Construction Committee and Chief Administrative Officer now propose to build a courthouse on the project site to create a new Courts Building and consolidate courts functions while allowing for retrofitting of City Hall to proceed on schedule.[6]

The proposed project, a new building for the Civil Division of the San Francisco Superior and Municipal Courts, and Juvenile Dependency Courts, would constitute an increase in the intensity of use, compared to existing land uses on the site, because it would replace existing structures and a parking lot with a building larger than the total existing on-site building square footage. The overall character and uses of the Civic Center area would not be changed by the project. The proposed project essentially would relocate the existing courts uses and accompanying support space now at City Hall across McAllister Street to the project site. Overall public employment is expected to remain relatively stable in the Civic Center. Therefore, while the

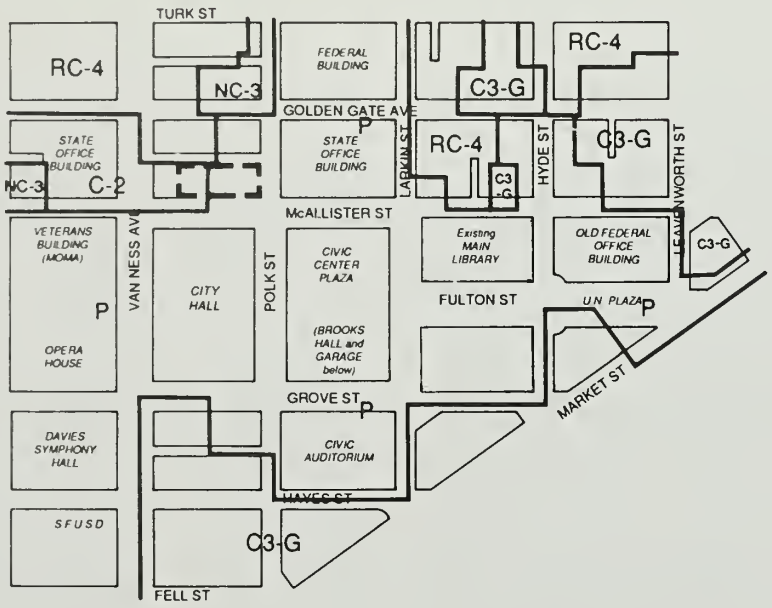
project would increase intensity of use of the site and could result in backfill of some space in the Civic Center, it would not be expected to increase intensity of use noticeably in the Civic Center area.

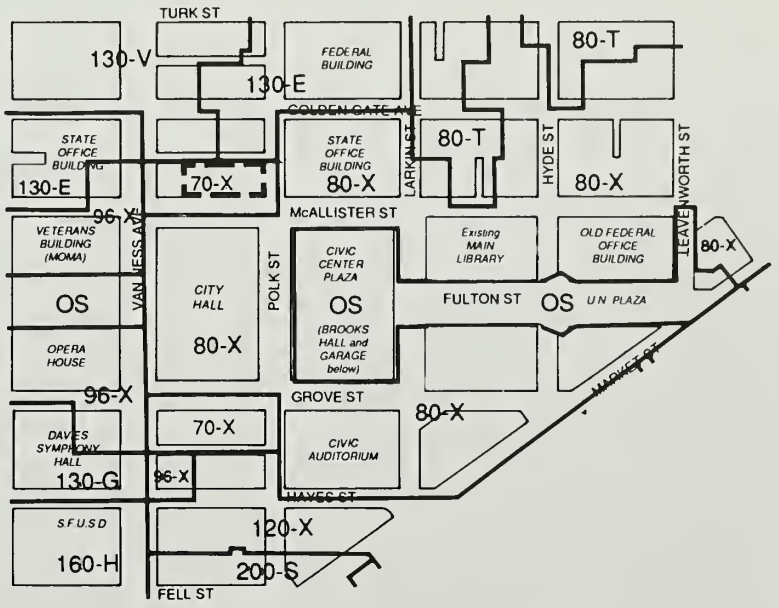
Following seismic strengthening of City Hall, the space now occupied by the courts there would be occupied by other City offices. The space is expected to be filled by the Department of City Planning and/or the Bureau of Building Inspection returning from 1660 Mission Street. It could also be filled by City Hall offices currently in limited quarters and/or by other Departments currently in leased space in the Civic Center.

ZONING

The eastern three-fourths of the project site, including the City Hall Annex office building at 450 McAllister and the surface parking lot at Polk and McAllister Streets, is in a P (Public) Use District, which includes land that is owned by a governmental agency and is in some form of public use, including open space (see Figure 4). Permitted uses under the City Planning Code (Sec. 234.1) include structures and uses of governmental agencies not subject to the City Planning Code and public structures and uses of the City and County of San Francisco and other government agencies subject to the City Planning Code when in conformity with the San Francisco Master Plan. Under this zoning designation, the proposed project would be a principal permitted use. The western one-fourth of the project site, including the Society of California Pioneers Building at 456 McAllister Street and the City office building at 460 McAllister Street, is located in a C-2 (Community Business) District. The project would be a principal permitted use in the C-2 District (City Planning Code Sec. 227(d)), if in conformity with the Master Plan. The entire site is within a 70-X Height and Bulk District (70-foot height limit, no bulk limit [see Figure 4]). The project sponsor proposes to merge the four lots for the project, after acquisition of 456 McAllister Street (the Society of California Pioneers). The sponsor will request, as part of the project, rezoning of part of the site from C-2 to P and the entire site from 70-X to 80-X. Rezoning would require a zoning map change including approval by the City Planning Commission, and by the Board of Supervisors. The approval process of the Commission and the Board would include a public hearing for each body. Figure 4 shows existing zoning and height and bulk districts in the project area.

The permitted Floor Area Ratio (FAR) in this C-2 Use District is 4.8:1, because the nearest residential district is an RC-4 District (City Planning Code Sec. 124).[7] There is no FAR limit in





ZONING

- **RC-4** Residential-Commercial (High density)
- **NC-3** Moderate-Scale Neighborhood Commercial
- **C-2** Community Business
- **C-3-G** Downtown General Commercial
- **P** Public Use

Project Site

0 800

Feet

HEIGHT AND BULK

- **E** Maximum plan dimensions apply above 65 feet
- **G** Maximum plan dimensions apply above 80 feet
- **H** Maximum plan dimensions apply above 100 feet
- **S** Mandatory volume reduction at upper floors
- **T** Setback may be required above 80 feet or less (North of Market residential SUD)
- **V** May be required above 50 feet (Van Ness SUD)
- **X** Bulk limits not applicable
- **OS** Bulk limits determined by consulting Master Plan

Numbers are height limits in feet. Letter symbols refer to bulk limits. Suffix numbers identify districts in which special regulations apply.

SOURCE: Environmental Science Associates

Figure 4
Planning Code Use Districts
and Height and Bulk Districts

a P District. The project site borders a RC-4 (Residential Commercial Combined, High Density) District and the Van Ness Special Use District, which overlap and extend northward along Van Ness Avenue, and a C-2 (Community Business) District to the west. Generally, the areas to the north, south and east of the project site are zoned P and contain other public buildings in San Francisco's Civic Center. Areas to the south and east are also zoned C-3-G (Downtown General Commercial).

The City Planning Code, which incorporates by reference the City Zoning Maps, governs permitted uses, densities and configuration of buildings within San Francisco. Permits to construct new buildings or to alter or demolish existing ones may not be issued unless the proposed project conforms to the Code or an exception is granted pursuant to provisions of the Code. City-owned buildings are subject only to City Planning Code requirements that expressly or by implication are made applicable to City buildings. As noted, the project would be a principal permitted use without rezoning under Sections 227(d) and 234.1 of the Code. Without rezoning, the project could be permitted only as a 70-foot structure, because height district restrictions apply to City-owned buildings.

The project vicinity includes areas under study by the Department of City Planning. The Civic Center is the subject of an area plan included in the Master Plan. The Civic Center Area Plan is currently being updated. A land use inventory of the area has been completed to date. Changes to the Civic Center Area Plan under consideration include expansion of the area boundaries to encompass the Mid-Market Street Planning Area and the South Van Ness Planning Area, as well as parts of Hayes Valley and the North of Market. This larger, greater Civic Center area is generally bounded by Turk Street, Mint Street, Mission Street, 12th Street, Folsom Street, the Central Freeway, and Octavia and Gough Streets. The Civic Center was the subject of a plan put forward by the Mayor's office in 1987.[8] The Department of City Planning report that accompanied the Mayor's proposal recommended construction of City offices on the project site and relocation of the Civil Courts to a new structure to be constructed adjacent to the Hall of Justice at 850 Bryant Street. The proposed plan was not adopted by the City Planning Commission. The North of Market Residential Special Use District, located about two blocks north and about one block east of the project site, was established to preserve residential buildings in the Tenderloin area. Relevant polices of the San Francisco Master Plan, including the Civic Center Area Plan, are described in Chapter II, Project Description, pp. 21 - 34.

NOTES - Land Use

1 The parking lot has 50 marked spaces but an additional 15 cars can be parked with valet service.

2 The museum will move to its new building on Fourth Street in the Yerba Buena Center in 1994.

3 Smith, Mike, Office of Project Management and Development, State Architect's Office, telephone conversation, August 4, 1993.

4 McRonald, Joel, Chief of Special Programs, State Architect's Office, telephone conversation, August 4, 1993.

5 State of California, Department of General Services, Environmental Consulting Announcement, October 20, 1993. The existing State Office Building at 455 Golden Gate Avenue is approximately 385,000 sq. ft.; the proposed development would result in an addition of approximately 415,000 sq. ft. (State of California, Office of Project Development and Management, San Francisco/Oakland State Facilities Plan, May 1992.)

6 Wurster, Bernardi and Emmons, Skidmore, Owings & Merrill, and DeLeuw, Cather & Company, *San Francisco Civic Center Development Plan,* October 1958; Civic Center Technical Coordinating Committee, *A Report on the Civic Center Development Plan,* October 1964; Esherick Homsey Dodge and Davis, Walter H. Sobel, FAIA and Associates, LDA Architects, *et.al., Court Facilities Inventory Review and Expansion Program,* April and July 1987, and *Courts Expansion Study, Site 1: Main Public Library Building,* August 1987; Office of the Mayor, City of San Francisco, *Civic Center Proposal*, including: San Francisco Department of City Planning, *The Civic Center: A Development Program*, November 1987; and Ross-Drulis / Hood Miller Joint Venture, *San Francisco Courts Building: Site Analysis* and *San Francisco Courts Building: Architectural Program,* August 30, 1993. These reports are on file at the Department of City Planning, 450 McAllister Street, San Francisco.

7 That portion of the project site within the C-2 zoning district is considered an interior lot and is eligible for a FAR bonus that, for purposes of FAR calculation, adds 10 feet to the lot depth (Sec. 125(b)). For the C-2 portion of the site, a FAR of 5.2:1 could thus be allowable.

8 *Op. cit.,* Office of the Mayor, 1987.

B. ARCHITECTURAL AND HISTORIC RESOURCES

ARCHITECTURAL SURVEYS

The San Francisco Department of City Planning (DCP) conducted a citywide inventory of architecturally significant buildings in 1976. Approximately ten percent of the City's entire stock of buildings was awarded a rating for architectural merit ranging from a low of "0" to a high of "5." The buildings rated from "3" to "5" represent less than two percent of the City's entire building stock.

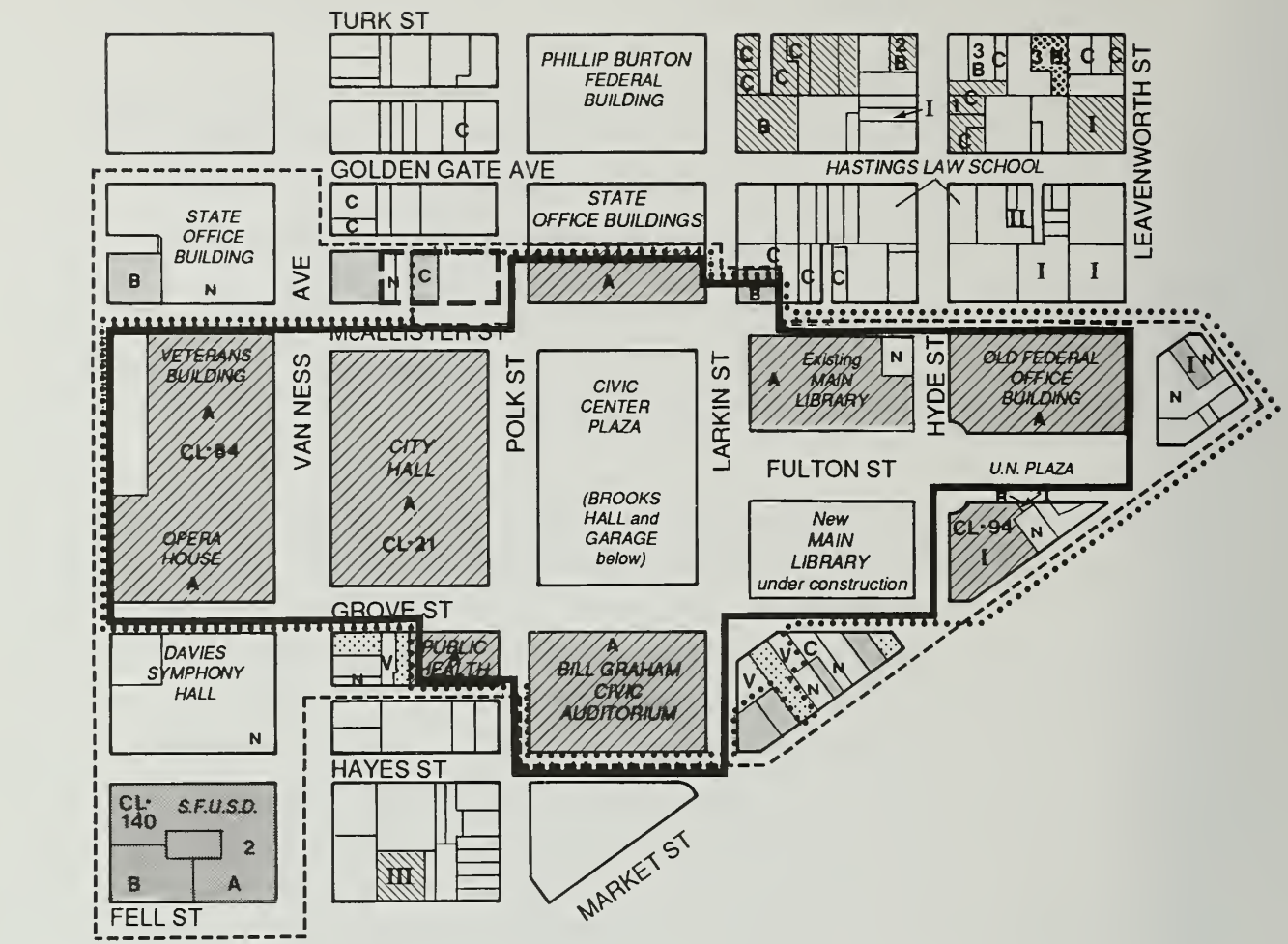
Two other major architectural classifications have been performed in the Downtown C-3 zoning districts area, one by the Foundation for San Francisco's Architectural Heritage (Heritage) and one by the Department of City Planning for the Downtown Plan. Both the Department of City Planning 1976 Inventory and Heritage (in an unpublished 1984 survey) identified buildings regarding architectural merit in the Civic Center, including the area of the proposed local Civic Center Historic District (see below), and in the C-3 districts. Appendix B, pp. A.52 - A.54, contains an explanation of the rating systems used by these three architectural inventories as well as that used for proposed local Civic Center Historic District.

Figure 5 identifies buildings in the project area that are City Landmarks and/or included in the Downtown Plan inventory. Buildings listed in the Department of City Planning 1976 Architectural Inventory outside the C-3 districts and outside of the proposed historic district are also shown. Heritage ratings also are shown. Figure 5 also delineates the boundaries of the proposed local Civic Center Historic District and that of the existing federal National Register Historic and National Historic Landmark Districts. These two national districts have similar boundaries. The Historic District includes City Hall Annex and the adjacent parking lot. The National Historic Landmark District, which confers a higher status, excludes City Hall Annex and the parking lot.[1] The Landmarks Preservation Advisory Board and the City Planning Commission considered the 1976 Department of City Planning Inventory and Heritage ratings in developing the proposed Civic Center Historic District, as did the Commission in developing the Downtown Plan categories I through IV.

CIVIC CENTER AND HISTORIC DISTRICTS

The project site is in the San Francisco Civic Center, a group of primarily public buildings that makes up what is considered by many as the nation's finest and most complete collection of buildings in the style of the Beaux Arts inspired City Beautiful movement.[2] Five large parcels with prominent public buildings that front directly on Civic Center Plaza include City Hall, the Bill Graham Civic Auditorium, the existing Main Library (proposed to be renovated for the Asian Art Museum), the under-construction New Main Library and the State Building (350 McAllister Street), each of which occupies nearly an entire block face across from the plaza.

As noted, a local Civic Center Historic District that would encompass most of the public buildings in the Civic Center has been proposed (see Figure 5). The Landmarks Preservation Advisory Board recommended designation of the district in January 1988, and the



1-5 DCP Rating (1976, Citywide)

I-IV Downtown Plan (1984, C-3 Districts only)

A-C Heritage Rating (non C-3 Districts only; from unpublished data)

CL-21 City Landmark Number

Project Site

Proposed Civic Center Historic District

District Boundary

Contributory

Contributory / Altered

N Noncontributory

V Vacant Lot

National Register of Historic Places

Historic District Boundary

National Historic Landmark District Boundary

Historic Place (individually listed)

Contributor to Listed District

Contributor to Eligible (unlisted) District or Eligible for Separate Listing

SOURCE: San Francisco Department of City Planning; Downtown Plan; *Splendid Survivors*; Foundation for San Francisco's Architectural Heritage; State Office of Historic Preservation; Environmental Science Associates

Case No. 93.546E / San Francisco Courts Building ■

Figure 5
Architectural Resources in the Project Vicinity

City Planning Commission approved the designation in August 1988. The joint recommendation was forwarded to the Board of Supervisors in 1988; it was not acted upon. The Landmarks Board initiated a proposal for the local Civic Center Historic District on October 6, 1993. Identified important interior features of City Hall, the existing Main Library, the Opera House, the Veterans Building, and the Department of Public Health are included in the proposed local historic district.[3] The City Planning Commission has not made a recommendation to the Board of Supervisors on the formation of the Civic Center Historic District. A public hearing is scheduled before the City Planning Commission in February 1994. If the Commission recommends for the district, it could recommend formation as proposed or could modify the Landmarks Board's recommendation.

The San Francisco Civic Center has been the site of City government for more than 110 years. Following the destruction of Old City Hall in the 1906 earthquake and fire, the Board of Supervisors approved a new plan for Civic Center in 1912. The 1912 Civic Center plan can be seen today in the layout of City Hall (constructed in 1915; City Landmark No. 21), Civic Center [James Rolph Jr.] Plaza (1915; redesigned in 1958 following construction of Civic Center Garage), Bill Graham Civic Auditorium [Exposition Auditorium] (1915), the current Main Library (1917), and the State Building [350 McAllister Street] (1926). A New Main Library is under construction on the Fulton-Larkin-Grove-Hyde block, known as Marshall Square. The Civic Center was expanded westward by construction of the War Memorial Complex (Opera House and Veterans Building) in 1932 (City Landmark No. 84). The Civic Center was extended eastward by construction of the Federal Office Building on United Nations Plaza in 1936. Four buildings to contain City offices were proposed for each of the so-called "Four Corners," diagonally framing Civic Center Plaza. Only the southwest corner was developed in a manner compatible with the 1912 theme: the Department of Public Health Building was constructed at Polk and Grove Streets in 1932. The Civic Center Steam Plant, built at Larkin and McAllister Streets (the northeast corner) in 1915, is a public structure with classical details but differs in scale and degree of setback from surrounding civic buildings. The other two corners are the project site at Polk and McAllister, and the southeast corner of Larkin and Grove Streets, occupied by retail and office buildings, with a wide sidewalk. Each of the nine existing public buildings described in this paragraph is identified as contributory to the proposed local Civic Center Historic District in the case report prepared by the Landmarks Preservation Advisory Board; all but the steam plant are identified as contributors to the National Register Historic District and the National Historic Landmark District.

Other architecturally important buildings in the City's proposed Civic Center Historic District are the San Francisco Unified School District Headquarters at Van Ness Avenue and Hayes Street (City Landmark No. 140), the Orpheum Theater at Market and Hyde Streets (City Landmark No. 94, Downtown Plan Category I) and the Methodist Book Concern at 83 McAllister Street (Downtown Plan Category I). Newer buildings in the proposed historic district include the Governor Edmund G. 'Pat' Brown State Office Building (1986) at Van Ness Avenue and McAllister Street and Davies Symphony Hall (1980) at Van Ness Avenue and Grove Street.

Arthur Brown Jr. was the architect for a number of Civic Center buildings, including City Hall (with John Bakewell Jr.), the War Memorial Complex (with G. Albert Lansburgh), and the Old Federal Office Building. The other key Civic Center architects were George Kelham, who designed the existing Main Library; John Galen Howard, Frederick H. Meyer, and John Reid Jr., who designed Civic Auditorium and implemented the 1912 Civic Center Plan; and Walter D. Bliss and William B. Faville, who designed the Old State Building. Bernard Cahill's Civic Center Plan became the basis of the 1912 plan.

City Hall, at a total of 300 feet in height to the top of its dome, above 80-foot-tall wings, stands out as a visual landmark in the project area. For harmony of design and in deference to City Hall, most of the major Beaux Arts buildings in the Civic Center are approximately 80 feet tall (three or four stories of varying height); the Department of Public Health is approximately 70 feet tall.

If approved, the local Civic Center Historic District, like other San Francisco historic districts, would include controls on demolition and alteration of structures on an area basis, rather than building-by-building as is the case with City Landmarks. (Numerous structures in the Civic Center have previously been designated as landmarks; these designations would remain were the historic district to be adopted.)

The Civic Center is designated as both a Historic District and a National Historic Landmark District on the federal National Register of Historic Places. (The former designation occurred on October 10, 1978; the latter, February 27, 1987.) The Historic District designation denotes the district is of state or local importance, while the Historic Landmark District designation indicates that the district is of national importance. As previously noted, the Historic District encompasses a slightly larger area. These federal designations offer recognition that certain properties in the district are worthy of preservation, and limit alterations in federally funded projects (the landmark designation entails a somewhat higher degree of review). They do not impose

conditions on alterations or demolition for non-federally funded projects as would a City-designated historic district. The project would not include use of federal funds for construction. Section 106 of the National Historic Preservation Act of 1966, as amended, would not apply. Section 106 requires a federal agency head with jurisdiction over a federal, federally assisted, or federally licensed undertaking to take into account the effect of the agency's undertakings on properties included in or eligible for the National Register of Historic Places, and, prior to approval of an undertaking, to afford the Advisory Council on Historic Preservation a reasonable opportunity to comment on the undertaking.

In addition, the Recreation and Park Commission adopted design guidelines and a conceptual design for Civic Center Plaza in 1986 and 1987, respectively. Those design criteria call for restoration of the plaza to the original 1912 design, which was constructed between 1914 and 1925.

PROJECT SITE[4]

The project site contains three structures: the six-story-plus-penthouse City Hall Annex at 450 McAllister Street; the two-story Society of California Pioneers buildings at 456 McAllister Street; and a one-story City office building at 460 McAllister Street. The surface parking lot at McAllister and Polk Streets occupies the lot with a 401 Polk Street / 400 McAllister Street address. Figure 6 shows the three existing buildings.

The City Hall Annex at 450 McAllister Street is a reinforced-concrete structure, completed in 1932 (see Figure 7, p. 50). Records indicate that it was built by a private developer with the intent that the State of California would purchase the building. Various State agencies occupied the building from 1932 to 1960; the City of San Francisco purchased the building from the State in 1960. It has been occupied by City offices since that time.

The City Hall Annex building was designed by the firm of Bliss & Fairweather, successors in 1925 to the firm of Bliss & Faville. The latter firm's work in the Civic Center area includes the Old State Building at 350 McAllister Street, as noted above, and the Masonic Temple at 25 Van Ness Avenue, now an office building. Other Bliss & Faville work in San Francisco includes the Southern Pacific Building and Matson Building on Market Street, St. Francis Hotel on Union Square, Bank of California at California and Sansome Streets, and the Bank of America at Powell and Market Streets. Bliss & Fairweather's work was primarily period remodeling of retail buildings, such as the former Grodin's building at 790 Market Street at

Stockton, the 50 Grant Avenue building at Geary, and the 715 and 721 Market Street buildings. The firm designed 1235 Mission Street, a Downtown Plan Category II building, and also was responsible for remodeling of a ballroom at the St. Francis Hotel in 1934.

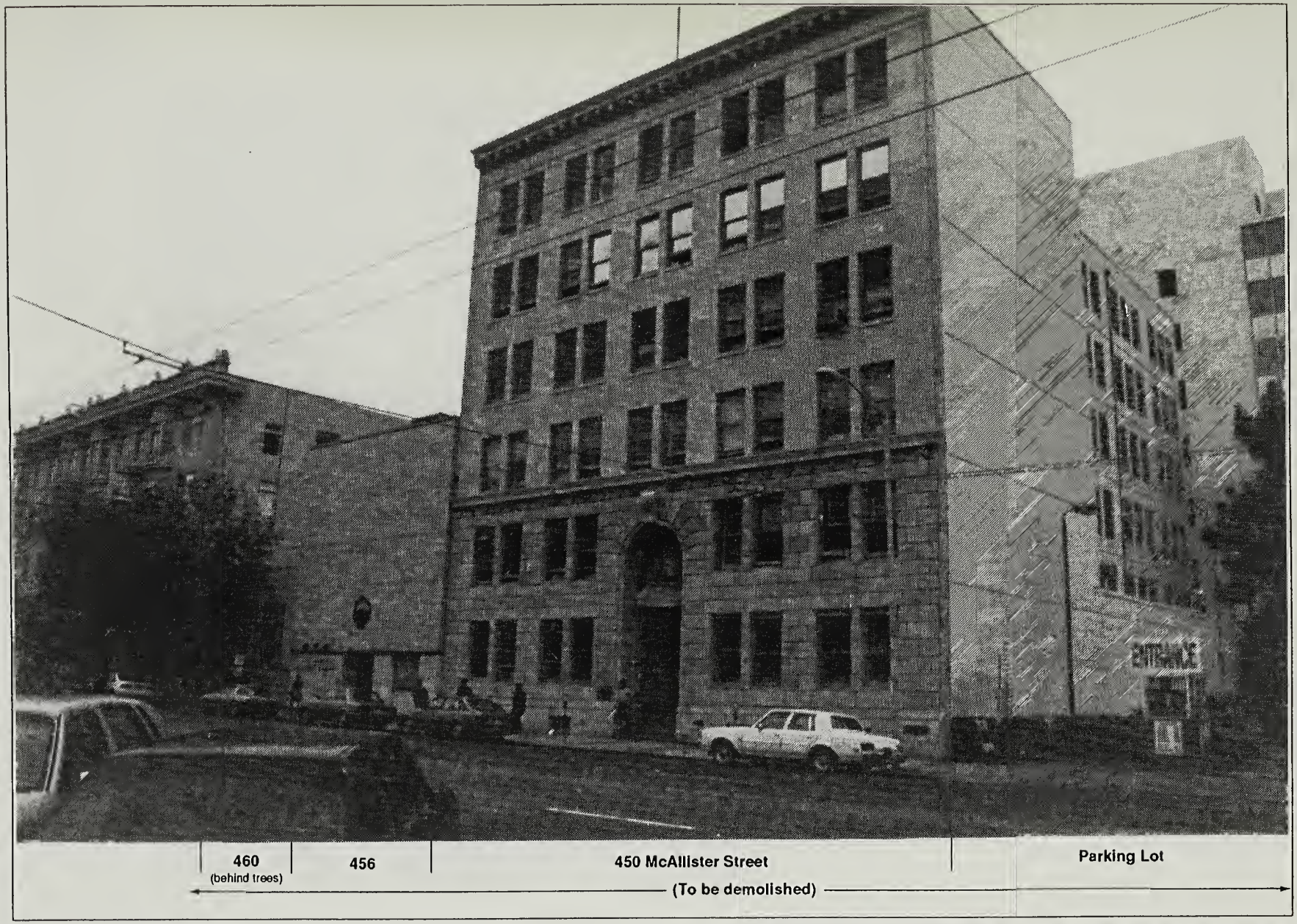
City Hall Annex is built to lot lines and to the McAllister and Redwood Street frontages. The McAllister Street facade, essentially intact since 1932, is clad in grey terra-cotta, with a two-story rusticated base and a central arched entrance (see Figures 6 and 7, pp. 49 - 50).

A belt course with a fleur-de-lis design surmounts the second-story, above which rise the four upper stories with a smooth facade, simple window details, and a decorative cornice line. The other three facades are unornamental reinforced-concrete and windows. The McAllister Street facade is considered "a simple reflection of the design of City Hall."[5] The 450 McAllister Street building was not assigned a rating in the 1976 Department of City Planning City-wide (DCP) architectural inventory. It was rated "C" in Heritage's unpublished survey of buildings outside the C-3 Districts. A "C"-rated building is defined as one that is of:

> "Contextual Importance. Buildings which are distinguished by their scale, materials, compositional treatment, cornice and other features. They provide the setting for more important buildings and they add visual richness and character to the downtown area. Many C-group buildings may be eligible for the National Register as part of historic districts."[6]

Discussion in the nomination form for the National Register Historic District, established in 1978, states that the building "extends the idea of the Civic Center into the surrounding neighborhood just as the early proponents of the Center had hoped would happen. The architectural style, cornice height, color and texture of the building all conform to the other buildings and enhance the group." However, the form also identifies the building as a "Non-conforming Intrusion" that "detracts from the integrity of the district."[7] The building is not identified as a contributory building in the district. City Hall Annex was not included in the National Register Historic Landmark District, established in 1987.

The 456 McAllister Street Building was built in 1912, as a reinforced-concrete truck showroom, designed by Norman R. Coulter (see Figure 8). Records of the original plans show the McAllister Street facade as a two-part vertical composition with a simple window-wall and entrance on the first floor, and a second floor with three, two-part windows above a decorative belt course, and enframed by pilasters, a decorated cornice and parapet wall. The building was rented to a warehouse and moving concern prior to 1917, and sold to the Society of California



Case No. 93.546E / San Francisco Courts Building ■

SOURCE: Environmental Science Associates

Figure 6
View of Project Site Looking Northwest
from McAllister Near Polk Street

(To be demolished)

Case No. 93.546E / San Francisco Courthouse ■

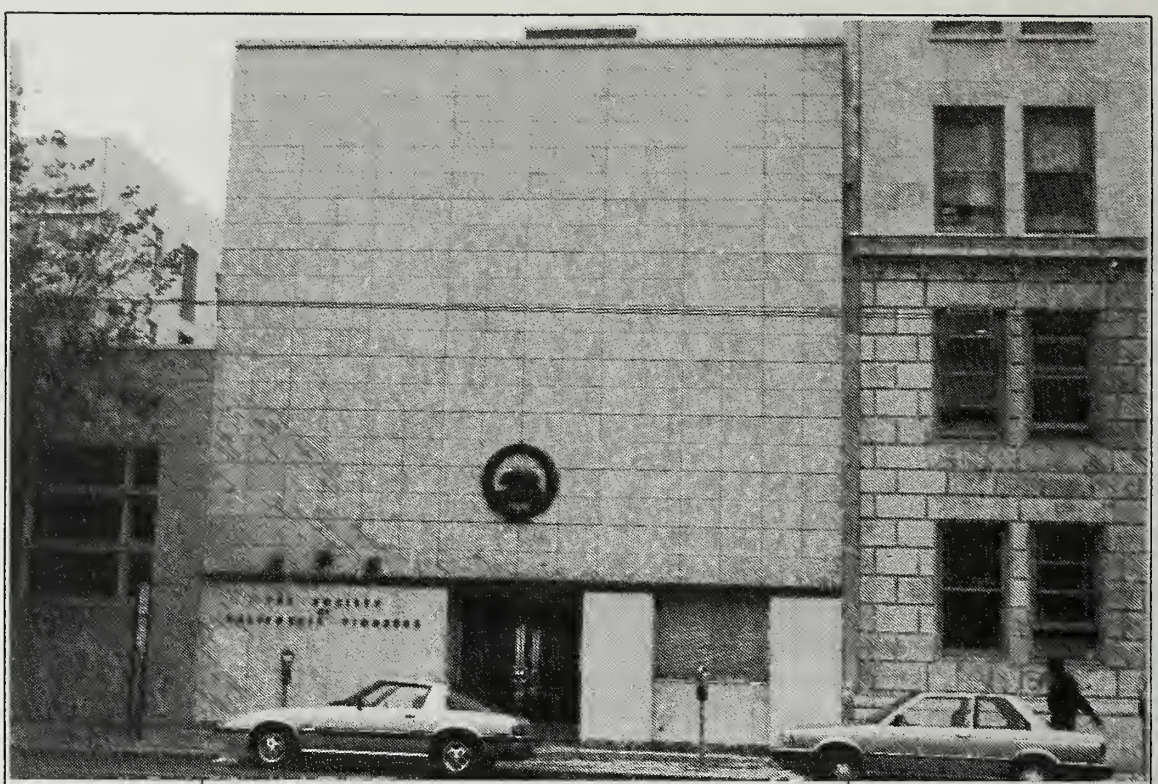
SOURCE: Environmental Science Associates

Figure 7
View of 450 McAllister Street

Pioneers in 1937. A 1937 remodeling by architect John H. Ahnden apparently retained most of the original design. The present facade dates from a 1946 remodeling by architects Ryan & Lee; building records indicate a portion of the original exterior may be extant beneath the 1946 facade. The high ceilings and new facade gave the building the appearance of three floors. The 1946 facade is a solid wall accented by simplified rustication, and the seal of the Society of California Pioneers above the entrance. The 456 McAllister Street building is not rated in the 1976 DCP inventory or in Heritage surveys. It is not within the boundaries of the National Register Historic District or the National Register Historic Landmark District. It is a non-contributory building in the proposed Civic Center Historic District.

The 460 McAllister Street building (see Figure 8) was apparently built in 1906, according to San Francisco Water Department records. No other original building permits or plans are on file and the architect is not known. Other records indicate that the building was used for retail, auto service, and restaurant uses between 1906 and 1945, with various remodelings. The City of San Francisco purchased the building in 1945. The existing facade dates from 1946, with a large-scale recently added keystone motif centered above the windows. The 460 McAllister Street building is not rated in the DCP inventory or in Heritage surveys. It is not within the boundaries of the National Register Historic District or the National Register Historic Landmark District. It is a non-contributory building in the proposed local Civic Center Historic District.

The site of the existing surface parking lot at 401 Polk Street / 400 McAllister Street has been owned by the City of San Francisco since 1912. Records from 1913 show a two-story San Francisco Fire Department building on the northern portion of the lot, fronting Redwood and Polk Streets. The fire companies housed there moved to 1067 Post Street about 1924; a 1926 photograph of the Civic Center shows the 401 Polk lot devoid of structures. The City leased the site to Standard Oil Company, later Chevron, for service station use, in 1929. The service station was closed in 1977 and demolished in 1986, when the present parking lot was installed.



A. View of 456 McAllister Street

B. View of 460 McAllister Street

SOURCE: Environmental Science Associates

Case No. 93.546E / San Francisco Courthouse ■

Figure 8
Buildings on the Project Site

NOTES - Architectural and Historic Resources

1 Also excluded from the Landmark District are the Wells Fargo Bank building at Grove and Larkin Streets; and the sub-blocks bounded by Market, Hyde and Fulton Streets and by Market, Seventh, McAllister and Leavenworth Streets. The distinction between the two districts has a practical effect only for undertakings that, unlike the proposed project, involve federal funds.

2 The descriptions of Civic Center are chiefly from: the National Register of Historic Places, "Inventory-Nomination Form for Civic Center Historic District," December 1974, and National Register of Historic Places, "Inventory-Nomination Form for Civic Center National Historic Landmark District," November 1984.

3 Landmarks Preservation Advisory Board (LPAB), "San Francisco Civic Center Historic District, proposal for adoption," January 1988, and August 1, 1992. Under Section 1014(a) of the City Planning Code, the initiation of the Historic District by the Landmarks Board precludes approval by the Department of City Planning of any construction, alteration or demolition permit within the District for up to 180 days from October 6, 1993, pending action on designation of the Historic District.

4 The discussion of buildings on the project site is based on the report titled, Architectural Report and Analysis -New Courts Building Environmental Impact Report, G. Bland Platt Associates, Historic Preservation Consultants, September 1993. This document is on file and available for public review at the Department of City Planning, 450 McAllister Street, San Francisco.

5 National Register of Historic Places, "Inventory-Nomination Form for Civic Center Historic District," December 197, p. 7-14.

6 Foundation for San Francisco's Architectural Heritage, *Splendid Survivors,* California Living Books, San Francisco. 1979.

7 *Op. cit.,* National Register of Historic Places, December 1974, p. 8-20, and p. 7-S-1.

C. SHADOW

The existing buildings on the project site, and other Civic Center buildings, cast shadows on rooftops, streets, sidewalks and open space in the project vicinity. Existing and project-related shadow patterns for various times of the day and year are discussed in detail in Chapter IV, Environmental Impacts, pp. 66 - 75.

D. TRANSPORTATION

The project site is located in the San Francisco Civic Center. It includes about 65 public parking spaces in a parking lot at Polk and McAllister Streets.[1] The site area is served by local streets

and by portions of the regional freeway system (see Figure 1, p. 23). Access to freeways U.S. 101 and I-80 is approximately one-half mile from the site, via ramps at 13th Street and South Van Ness Avenue and Eighth and Bryant Streets, respectively.

Changes to the regional transportation network in San Francisco were brought about by the 1989 Loma Prieta earthquake and included closure and/or demolition of some freeway ramps and demolition of the double-decked Embarcadero and Central Skyway structures. Recent work has included the partial reopening of the section of I-280 between Army Street and U.S. 101 (although the ramps connecting I-280 and U.S. 101 remain closed) and the demolition of the "Terminal Separator Structure," which was a series of on- and off-ramps linking the Bay Bridge with surface streets (in the vicinity of Mission, Main and Beale Streets) and the now-demolished Embarcadero Freeway. Repair of the I-280 - U.S. 101 ramps is in progress, as is completion of repairs to I-280; this work is scheduled for completion in late 1995.[2] Replacement of the Bay Bridge terminal separator is currently under study by the City, with a decision due by February 1994 on whether to replace the Main and Beale Street ramps and/or create other Bay Bridge on- and off-ramps, including a possible link to a surface-level roadway on The Embarcadero.[3] Construction of a surface-level roadway on The Embarcadero between Folsom Street and Broadway, to replace the Embarcadero Freeway, improve transit service and enhance urban design is currently undergoing environmental review (Case No. 92.202E, Mid-Embarcadero Roadway Replacement Project, a combined EIR/EIS, in progress).

In the project vicinity, the City has commissioned a study of traffic in the area formerly served by the Central Freeway, the portion of which between Fell/Oak Streets and Gough/Franklin Streets was demolished due to damage sustained in the 1989 earthquake. A final report on the Central Freeway Areawide Traffic Study is expected in late summer 1994.[4]

The project block is bounded by McAllister Street, Polk Street, Golden Gate Avenue and Van Ness Avenue. The site is in the half-block south of Redwood Street and is currently occupied by a surface-level valet parking lot with its primary entrance on McAllister Street and its primary exit on Polk Street, the six-story City Hall Annex at 450 McAllister Street, the two-story Society of California Pioneers Building at 456 McAllister Street, and a single-story City office building at 460 McAllister Street. None of the on-site structures includes parking.

The existing street network includes several major vehicular thoroughfares, including Oak, Fell and Market Streets. Oak and Fell Streets provide access to and from the western portions of the City, while Market Street provides access to the downtown and the southeast areas of the City.

In the vicinity of the site, McAllister Street, Van Ness Avenue, Market Street, Golden Gate Avenue, and Mission Street are designated as Transit Preferential Streets, which are important streets for transit operations where interference with transit vehicles by other traffic should be minimized.[5] Hyde, Larkin, Hayes, Fell, Sixth, Seventh, Eighth, Ninth, and Tenth Streets and Van Ness Avenue are designated as Primary Vehicular Streets, which the Master Plan defines as "major routes for automobile and truck movements into and out of the Downtown area." Seventh Street is a proposed Pedestrian Oriented / Vehicular Street in the Downtown Plan.

Van Ness Avenue (South Van Ness Avenue south of Market Street) has three travel lanes operating in each direction. Polk Street has two southbound lanes (with a separate right-turn lane), and one northbound lane adjacent to the project site. McAllister Street has two travel lanes operating in each direction adjacent to the project site. (Polk Street has three southbound lanes and one northbound lane south of McAllister Street, and operates one-way with three southbound lanes south of Grove Street; McAllister Street has three westbound lanes and one eastbound lane between Polk and Larkin Streets, two westbound lanes and one eastbound lane between Larkin and Hyde Streets, and operates one-way with three westbound lanes east of Hyde Street.) Golden Gate Avenue is one-way with three eastbound lanes. Redwood Street is a one-way, eastbound, one-lane street that runs from Van Ness Avenue to Polk Street. Ninth Street has four northbound lanes; Eighth Street has four southbound lanes. Those latter two streets are used for freeway access to and from the Civic Center area.

The Civic Center area is well served by the San Francisco Municipal Railway (MUNI) and regional transit operators. Stops for approximately 20 MUNI bus and Metro lines are within walking distance of the project site; MUNI provides crosstown service and radial service with diesel and trolley coaches to and from the downtown area.[6] The closest MUNI stops to the project site are on the site frontage at McAllister and Polk Streets and at McAllister Street and Van Ness Avenue (northwest corner), serving the 5-Fulton line, and on Van Ness Avenue at McAllister Street (southeast and southwest corners), serving the 42-Downtown Loop, 47-Van Ness and 49-Van Ness-Mission lines. MUNI Metro is accessible at the Civic Center station at Eighth and Market Streets, about four blocks southeast of the site and at the Van Ness Station, about five blocks south. BART, providing service to the East Bay and southern San Francisco / Daly City, is also accessible at Civic Center Station. Other regional operators serving the Civic Center include SamTrans (Peninsula service), with stops at McAllister and Polk Streets, along the project frontage (outbound) and Grove and Polk Streets (inbound); CalTrain (Peninsula service), accessible from the Civic Center via the MUNI 42-Downtown Loop on Van Ness Avenue; Golden Gate Transit (Marin County service), with stops at Golden Gate Avenue and

Polk Street (inbound) and McAllister Street and Van Ness Avenue (outbound). During the p.m. peak period, Golden Gate Transit buses stop along McAllister Street between Polk Street and Van Ness Avenue, including the entire project frontage. Golden Gate Transit also operates ferry service between the Ferry Building and Sausalito and Tiburon; feeder buses connect the Ferry Building to Civic Center. A Golden Gate club bus program serves San Francisco from areas not on fixed routes. AC Transit (East Bay service) does not serve the Civic Center, but may be reached via the 5-Fulton to the Transbay Terminal. RIDES, a nonprofit carpool program, helps drivers establish carpools and vanpools. The north side of McAllister Street between Polk and Larkin Streets is reserved vanpool parking during weekday mornings.

Grove, Polk, Larkin, Market and Mission Streets are designated as Preferred Commute Bike Routes in the Transportation Element of the City's Master Plan. Only Grove Street (west of Polk) is currently posted as a bicycle route.

Parking within the project area consists of metered and unmetered on-street parking spaces, and publicly accessible off-street lots and garages. On-street parking in the survey area is at least 85 percent occupied on an average weekday during the peak hour of occupancy (1:00 p.m. to 2:00 p.m.), according to surveys conducted for the *Main Library EIR* (Case No. 90.808E, Final EIR certified February 27, 1992). Off-street parking occupancy varies among the 31 garages and lots surveyed, with an average occupancy of about 80 percent. The Civic Center Garage operates at about 50 percent occupancy on average weekdays, according to surveys conducted for the *Main Library EIR*. During peak events on weekdays and weekends at Brooks Hall/Civic Auditorium, such as the Harvest Festival, the garage was found to reach 100 percent occupancy, and on-street parking in the study area reached saturation. Some lots operate at greater than 100 percent due to valet operations.

NOTES - Transportation

1 Number of parking spaces includes valet operation.

2 Weiss, Jeff, Caltrans Project Manger, I-280 Project, telephone conversations, November 12 and 15, 1993 and January 10, 1994.

3 Department of City Planning, "Terminal Separator Structure / Transbay Terminal," Report to the Mayor, July 26, 1993.

4 Robbins, Jerry, Planner, Department of Parking and Traffic, telephone conversation, November 9, 1993.

5 San Francisco *Master Plan*, Transportation Element, amended November 1984, p. I.4.16.

6 Walking distance is considered one-fourth of a mile.

E. HAZARDS[1]

HISTORICAL LAND USES

The project site comprises Lots 2, 3, 4 and 5 of Assessors Block 766 (see Figure 15, p. 87), and this city block has a history of developed uses for over one hundred years. Many of the historical uses at these properties are associated with the presence of hazardous materials[2], either in the building materials, in the fill materials underlying the site, or due to the specific land use activities at the site.

Historical records indicate that the first structures on the project site were built in the late 1860s and that by 1886 about half of the project site was developed. All of the original structures on the project site were destroyed during the earthquake and fire of 1906. Recent subsurface investigations have shown that the site is currently underlain by a layer of fill material, including fill that contains debris from the 1906 earthquake and fire. The fill layer ranges in thickness from approximately two feet to 15 feet. Dune sand, consisting of a poorly graded sand, was encountered below the fill to a total depth of 68 feet. In San Francisco, a variety of potentially hazardous materials have been found in earthquake fill, including polynuclear aromatic hydrocarbons (PNAs), heavy metals, oil and grease and occasionally volatile organic compounds (VOCs). Subsurface investigations have been conducted to determine if hazardous materials are present in the soils (see Chapter IV.E., Environmental Impacts, Hazards, pp. 84 - 97).

Lot 2, located at 400 McAllister Street (the existing parking lot), was first developed with retail and commercial uses as early as 1886, but the earthquake and fire of 1906 destroyed all structures on the site. Historical maps show that from about 1913 to 1925, this lot was the site of a two-story Fire Department building; during this period, hazardous materials that were possibly used by the San Francisco Fire Department at the firehouse included soda and acid. From about 1931 to 1978, the Standard Oil Company (now Chevron) used the property as a gasoline service station. Hazardous materials associated with service station operations likely include gasoline, diesel, waste oil, oil and grease, heavy metals, PNAs, and polychlorinated biphenyls (PCBs). Some service stations also use solvents, which are considered hazardous materials. It is known that Chevron used four underground storage tanks at the site: three for storage of fuels and one

for storage of waste oil. In 1977, the gas station was abandoned, and the site was used as a parking lot, which is its present use. The underground tanks were reportedly removed in 1978.[3] Two hydraulic lifts that were used by Chevron are known to be present beneath the surface at the site.

Lot 3, located at 450 McAllister Street, has been occupied by a six-story office building owned and used by the State of California and the City and County of San Francisco since about 1932 to the present. Prior to that use, historical maps show this lot as vacant since the 1906 earthquake; before the earthquake, the 1899 historical maps indicate various commercial uses on this lot. Potential hazardous materials at the office building at this site includes two sumps that were observed in the basement; these sumps may have been used to dispose of materials from cleaning or maintenance operations. There are also cleaning materials (e.g., petroleum-based thinners and alcohol-based cleaning compounds) present in the janitors' closet. In addition, there is a hydraulic freight service elevator beneath the sidewalk along Redwood Street at the north end of the building, and hydraulic oils may be used for this elevator. The hydraulic oils have not been tested for PCB-containing substances.

Lot 4, located at 456 McAllister Street, was used as an automobile repair facility between about 1913 and 1917 within the existing building, and by a moving and storage company between 1917 and 1937. The original plans for this building dating from 1912 indicate that a mechanically operated elevator was present in the southwest corner of the building; hydraulic oils may have been used for this elevator. The elevator has been removed. There are no indications of underground storage tanks or waste disposal sumps on the original construction drawings. Hazardous materials typically associated with an automobile repair facility include gasoline, diesel, solvents, waste oil, oil and grease, heavy metals, PNAs, and PCBs. From 1937 to the present time, the two-story building has been used by the Society of California Pioneers as a museum.

Lot 5, located at 460 McAllister Street, was historically occupied by a one-story building with basement and used for a real estate office, liquor store, paint shop, and frame store at the beginning of the 1900s. Between about 1925 and 1932, this lot was used as an automobile repair facility, which was likely to have used hazardous materials as part of its operations. Hazardous materials that are typically associated with an automobile repair facility include gasoline, diesel, solvents, waste oil, oil and grease, heavy metals, PNAs, and PCBs. Between 1932 and 1941, there were restaurants on the site. The existing one-story building on this lot is used by the San

Francisco Department of Public Works, Bureau of Building Inspection for office space, which typically does not use hazardous materials with the exception of miscellaneous cleaning fluids.

HAZARDOUS MATERIALS SITE ASSESSMENT AND INVESTIGATIONS

Due to the historical land uses on the project site, the firm of Treadwell & Rollo, Inc., a geotechnical and environmental consulting firm, under contract to the City, has been conducting hazardous materials site assessments and investigations at the project site. The objectives of these studies are: (1) to evaluate the potential for hazardous materials to be present in the soil at the project site, either in the building materials or in the soils, (2) to identify and to characterize the nature and extent of hazardous wastes, and (3) to develop remediation strategies to mitigate public health hazards in accordance with regulatory requirements.

The Preliminary Environmental Assessment prepared in December 1993 by Treadwell & Rollo presents the results of the Phase I site assessment and the Phase II subsurface assessment. The Phase I assessment includes a summary of the existing and previous site uses at the project site, based on research of federal, state and local government agencies' files, review of historical aerial photos, historic fire insurance maps, and site reconnaissance. The Phase II subsurface assessment consists of site testing, including soil borings, soil sampling and chemical analyses for the presence of hazardous materials and wastes. In addition, asbestos surveys were performed for the existing buildings at the project site, as discussed in the Initial Study (see pp. A.42 to A.44).

NOTES - Hazards

1 The information in this section is based largely on two background technical reports prepared for this project. The first is by G. Bland Platt Associates, Historic Preservation Consultants, titled *Archival Report and Analysis, New Courts Building, Environmental Impact Report*, September 16, 1993. The second is by Treadwell & Rollo, Inc., Consulting Engineers and Scientists, titled *Preliminary Environmental Site Assessment, Superior Courthouse Building, San Francisco, California*, December 9, 1993. Both reports are on file and available for public review at the Department of City Planning, 450 McAllister Street, San Francisco.

2 Hazardous materials are substances with certain chemical and physical properties that could pose a substantial present or future hazard to human health or the environment when improperly handled, stored, disposed or otherwise managed. A substance is hazardous if it exhibits characteristics of ignitability, corrosivity, reactivity, or toxicity (*California Code of Regulations*, Title 22, Section 66261.20). The term "hazardous materials" is a broad term that includes waste products, substances, and usable products. In general, discarded or inherently waste-like hazardous materials are referred to as hazardous wastes. The term "hazardous substances" is sometimes used interchangably with

"hazardous materials" but is commonly associated with federal regulations, which use that term, and in that connotation excludes petroleum products.

3 Letter from C.R. Lupoho, Compliance Specialist, Chevron USA, to Inspector John Curd, San Francisco Fire Department, dated September 8, 1986, on file at the Department of City Planning, 450 McAllister Street, San Francisco.

A. ARCHITECTURAL AND HISTORIC RESOURCES

ARCHITECTURAL RESOURCES

The existing 450 McAllister Street building, City Hall Annex, is included in the Civic Center National Register Historic District; it is not identified as a contributory building and is not included in the National Historic Landmark District. It is included as a contributory building in the Landmarks Preservation Advisory Board case report for the proposed local Civic Center Historic District. The 456 McAllister Street and 460 McAllister Street buildings are not within either national district; they are listed as non-contributory in the proposed local Civic Center Historic District. None of the three buildings is an individual City, State, or National Register landmark, nor are they rated in Department of City Planning surveys. The 450 McAllister Street building is rated "C", of contextual importance, in Heritage's survey of buildings outside the C-3 districts. Neither 456 nor 460 McAllister Streets were rated by Heritage. (Chapter III, Environmental Setting, pp. 47 - 53, describes these buildings in detail.) All three buildings would be demolished for the project.

The Landmarks Preservation Advisory Board, on October 6, 1993, initiated a proposal for a local Civic Center Historic District, similar to that initiated, but not acted on, in 1988. Although the case report identified City Hall Annex at 450 McAllister Street as a contributory structure, the City Planning Commission has not made a recommendation on the formation of the local district, or the characterization of 450 McAllister Street. Should the Civic Center Historic District be established as proposed by the Landmarks Board prior to approval of the project, demolition of City Hall Annex, identified by the Landmarks Board as a contributory building, would require that the City Planning Commission approve a Certificate of Appropriateness, after considering the advisory recommendation of the Landmarks Board. As stated above, the Landmarks Board case report for the proposed local Civic Center Historic District identifies the building as contributory to the district. This characterization has not been acted upon by the City Planning Commission. Should a Certificate of Appropriateness not be granted, the proposed demolition could be delayed for up to 90 days by the City Planning Commission, and for up to an additional 180 days by the Board of Supervisors. Construction of the proposed new Courts Building would require Certificate of Appropriateness approval for compatibility with the district under

requirements of the proposed Civic Center Historic District, if the district were established prior to project approval.

While their replacement with a newer, larger building would alter the character of the block, demolition of 456 and 460 McAllister Street would not affect the status of a National Register Historic District or the proposed local historic district.

As part of the project City Hall Annex, at 450 McAllister Street, would also be demolished and replaced by the proposed newer, larger building. The National Register Historic District nomination form contains some ambiguity about the architectural merit of the building, describing it, on one hand, as enhancing the Beaux Arts Civic Center, and in later language listing it as a non-conforming intrusion.

As discussed in Chapter III.B., Environmental Setting, Architectural and Historic Resources, p. 47, the building was designed by noted architects Bliss & Fairweather, of similar design and materials and during the same time period as notable Civic Center buildings. The National Register Historic District nomination form states that the building, "extends the idea of the Civic Center into the surrounding neighborhood just as the early proponents of the Center had hoped would happen. The architectural style, cornice height, color and texture of the building all conform to the other buildings and enhance the group."[1] The building is included as a contributory building in the Landmarks Board case report for the proposed local historic district. A decision has not been made regarding the local district. If adopted, the building could be a contributory building in a local historic district.

However, the building is C-rated for context by Heritage, on a scale where "A" is the highest rating. It is not identified as a contributory building in the National Register Historic District and is not included within the National Historic Landmark District. The National Register Historic District nomination form which includes the language quoted above, also identifies the building as a "Non-conforming intrusion" that "detracts from the integrity of the district."[2] The building is not a City Landmark. Replacement of City Hall Annex with a new building intended to be compatible with existing Beaux Arts structures, at one of the so-called four corners of Civic Center framing the plaza, would be in keeping with the 1912 plan.

Based on this background, reasonable people may differ about the merits of the building and come to opposite conclusions regarding the potential significance of its demolition: some may conclude that it is an important building, demolition of which would be significant. Others may

find that, based on the above, the building is not significant for architectural merit and that its demolition and replacement with a new building adhering to the 1912 vision of Civic Center, would not cause a significant adverse effect on architectural resources.

The project sponsor could prepare historic documentation, to Historic American Buildings Survey (HABS) recordation standards, of City Hall Annex (450 McAllister Street). HABS, which is administered by the National Park Service, is a process involving preparation of written historic and photographic records of a structure to be altered or demolished. While not required, HABS recordation would reduce the impacts of demolition of this Heritage C-rated building, which is identified as contributory in the Landmarks Board case report for the proposed local historic district.

The Landmarks Board has included the 512 Van Ness Avenue building as a contributory building in the proposed local historic district. The project could require closure of lot line windows on the rear (east) facade of that building.

Demolition of the three buildings on the site and their replacement with the new Courts Building would not be expected to affect the status of the federal Historic Districts. The new Courts Building would be considered a non-contributory element of the National Register Historic District. As noted, the site is not within the National Historic Landmark District. As a new building, the Courts Building would also be considered a non-contributory structure in the proposed local Civic Center Historic District. For example, both Davies Symphony Hall and the Edmund G. Brown State Office Building on Van Ness Avenue, newly constructed within that proposed Historic District, are identified as non-contributory to the proposed district.

As stated on p. 27, the Courts Building is intended to complement existing major Civic Center structures, with a three-part facade, to include a base, a central shaft and capital portion, and a strong cornice or parapet line. The architects intend that exterior materials would relate to existing Civic Center structures; materials would include granite cladding, low-glare glass, and a copper or other metal roof surface (if a mansard roof is decided upon). The building would be of comparable height to other prominent Civic Center buildings, with an 80-foot height similar to the height of the wings of City Hall, across McAllister Street, and the height of the Old State Building across Polk Street. With architecture intended to be compatible with the Beaux Arts style, the Courts Building would be consistent with the 1912 Civic Center Plan, to develop Beaux Arts style City office buildings on the so-called four corners opposite Civic Center Plaza. The building would be a contemporary building intended to be complementary to the Beaux Arts

style and compatible in proportion, scale and massing. Depending on the design of the new Courts Building, the project could affect the character of the National Register Historic District, and that of the proposed local Civic Center Historic District.

As noted in Chapter III, Project Description, p. 30, the project design must be approved by the Courthouse Construction Committee and by the San Francisco Art Commission, because the project would be a public building. The project design would also be reviewed by the City Planning Commission or Department of City Planning, in considering the project for conformity with the Master Plan and the proposed zoning reclassifications. The Landmarks Preservation Advisory Board would likely be consulted by the City Planning Commission.

Construction of the new Courts Building would not be expected to disrupt or adversely affect the existing National Register Historic District or the proposed local Historic District, nor would it be expected to alter the status of either district.

NOTES - Architectural and Historic Resources

1 National Register of Historic Places, "Inventory Nomination Form for Civic Center Historic District," December 1974, p. 8-20.

2 *Op. cit.*, National Register of Historic Places, December 1974, p. 7-S-1.

B. URBAN DESIGN

As noted in the Initial Study (p. A.13), the project would block some public views of architecturally important Civic Center buildings, including views of City Hall from Polk Street and Redwood Street. The project also would block private views of City Hall from the nearest residential use, the apartment-restaurant building at 512 Van Ness Avenue, where views to the southeast from the apartments along the building's east wall would be obstructed.

Figure 9 presents the proposed project massing, as viewed from Civic Center Plaza. Because building design has not been completed, this figure is intended to illustrate the building envelope, and not its final detailed design. The roof lines could be different than shown, depending on whether a mansard roof is used, and a mechanical penthouse could be visible from some locations, again depending on the roof design. The building envelope, including the chamfered (diagonally cut) corner at Polk and McAllister Streets, would be similar to that shown

SOURCE: Beverly Prior Architects;
Ross-Drulis / Hood Miller Joint Venture Architects

Figure 9
Massing Diagram of the Project Looking Northwest from Civic Center Plaza

in Figure 9. The project would add a major new visual element to the Civic Center and provide an edge framing Civic Center Plaza where there is now an open corner.

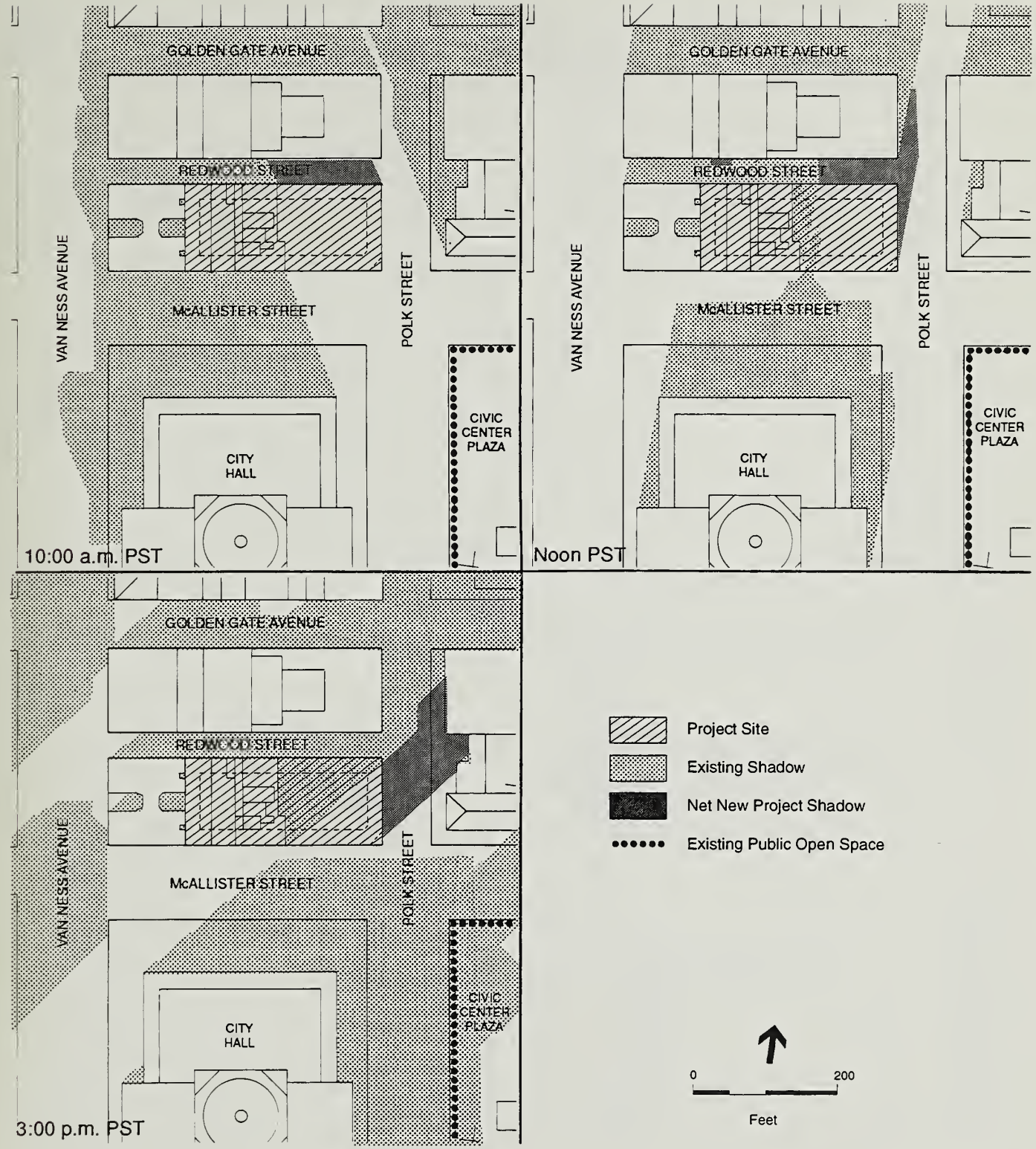
C. SHADOW

Public open space in the project vicinity, existing and zoned, as shown on the City Planning Code zoning maps (see Figure 4, p. 40) includes Civic Center Plaza, across Polk Street to the southeast of the project site; Fulton Street between Civic Center Plaza and Hyde Street, formerly proposed as a Fulton Street Mall and now used for parking and circulation;[1] United Nations Plaza, which extends from Hyde Street to Market Street generally in the Fulton Street right-of-way and includes Leavenworth Street between Fulton and McAllister Streets; and the War Memorial Court, between the Opera House and Veterans' Building in the War Memorial Complex on Van Ness Avenue. The building setback in front of the Phillip Burton Federal Building on Golden Gate Avenue between Polk and Larkin Streets (about one block north of the construction staging). In the project vicinity, Civic Center Plaza is the only park under the project site), while not designated open space, has functioned as a plaza (it is currently used for jurisdiction of the Recreation and Park Department and thus protected by the Sunlight Ordinance (Section 295 of the City Planning Code). The project site includes a parking lot with trees and shrubbery; there is no designated open space on the site.

Shadow patterns for existing buildings in the project area (including the three existing buildings on the project site) and for the proposed Courts Building project are shown for 10:00 a.m., noon and 3:00 p.m. for the four seasons: during winter and summer solstices, when the sun is at its lowest and highest, and during the spring and fall equinoxes, when the sun is at its midpoint (see Figures 10 through 13, pp. 67 - 70). Conditions from June 21 through December 21 mirror the conditions from December 21 through June 21 (using solar time). The analysis includes shadows cast on streets, sidewalks, pedestrian areas, and open spaces in the area potentially affected by the proposed project. Figures 10 through 13 show existing building shadow and net new shadow due to the project.

DECEMBER 21 (PST)

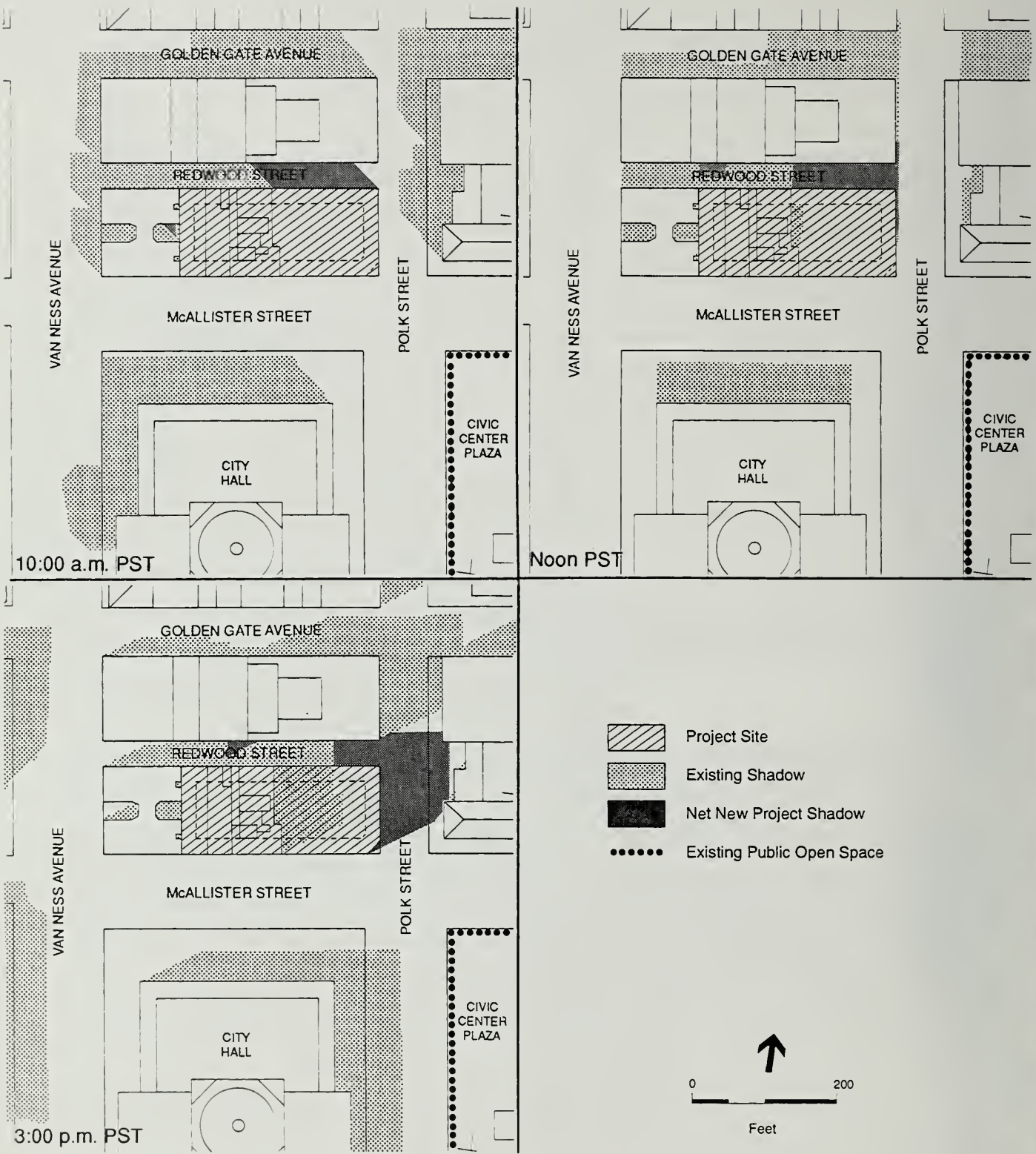
At 10:00 a.m. Pacific Standard Time (PST) on December 21 (see Figure 10), the Courts Building would add new shadow to the entire width of Redwood Street, including both sidewalks, north of the existing parking lot. At noon, new shadow also would cover Redwood Street, including both sidewalks, north of the parking lot. New shadow would extend across portions of the west



SOURCE: Environmental Science Associates

Case No. 93.546E / San Francisco Courts Building ■

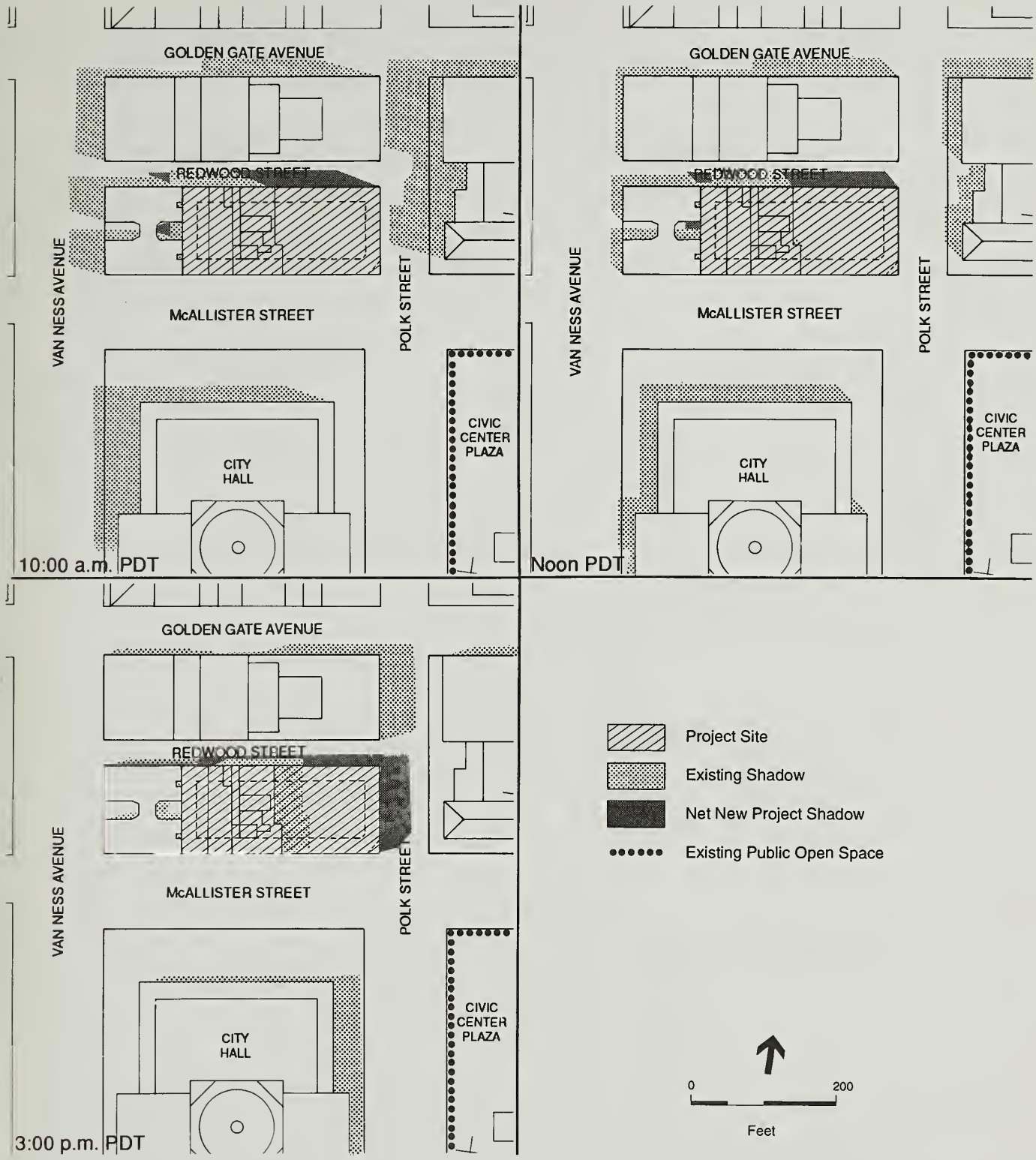
Figure 10
Project Shadow Patterns - December 21
(10:00 a.m., noon, 3:00 p.m., PST)



SOURCE: Environmental Science Associates

Case No. 93.546E / San Francisco Courts Building ■

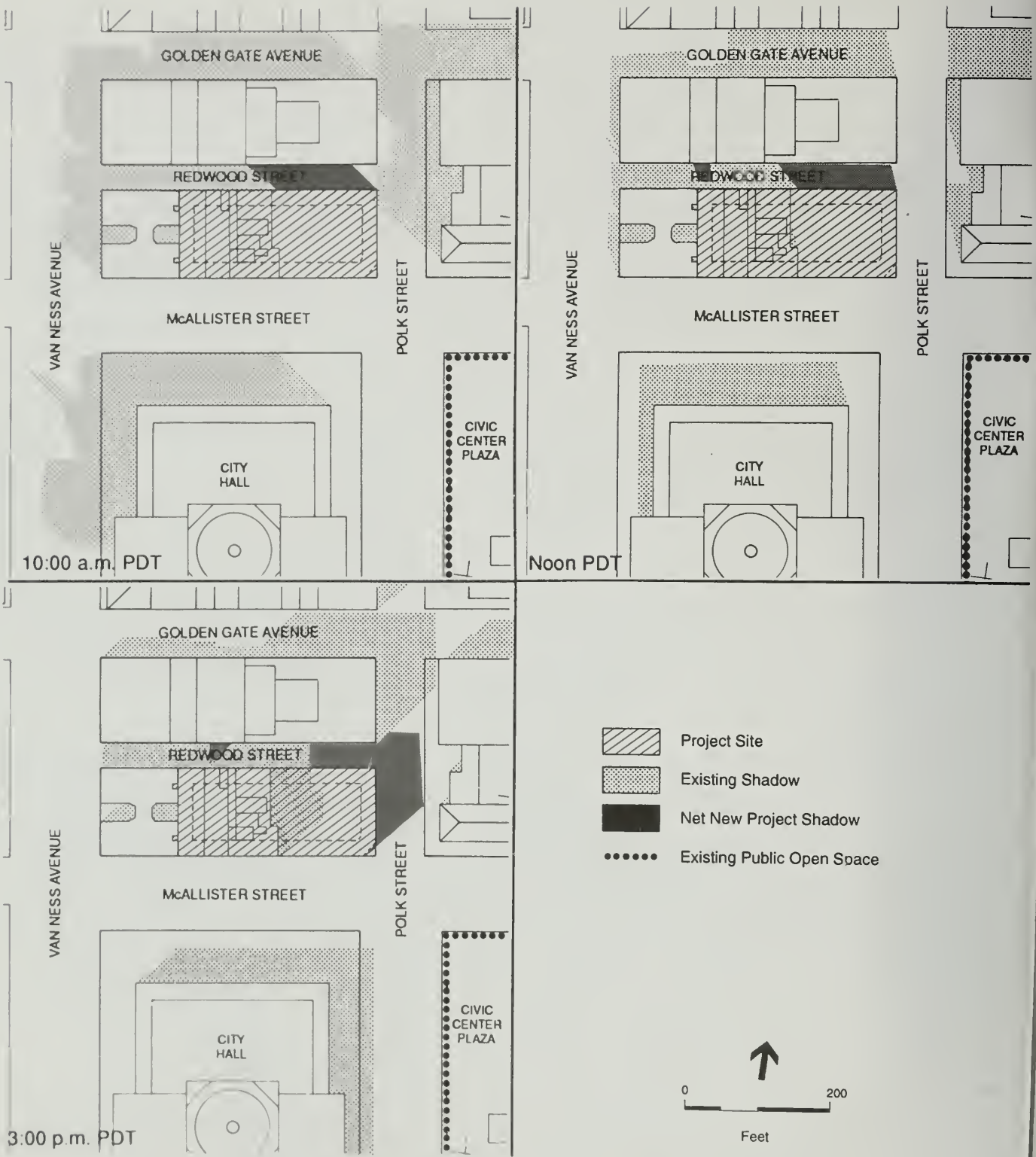
Figure 11
Project Shadow Patterns - March 21
(10:00 a.m., noon, 3:00 p.m., PST)



SOURCE: Environmental Science Associates

Case No. 93.546E / San Francisco Courts Building ■

Figure 12
Project Shadow Patterns - June 21
(10:00 a.m., noon, 3:00 p.m., PDT)



SOURCE: Environmental Science Associates

Case No. 93.546E / San Francisco Courts Building ■

Figure 13
Project Shadow Patterns - September 21
(10:00 a.m., noon, 3:00 p.m., PDT)

sidewalk of Polk Street and into a portion of the street, and would cover an approximately 30-foot area of the north sidewalk of Redwood Street (behind 460 McAllister Street) not shaded by existing buildings. At 3:00 p.m., new shadow would cover the entire width of Polk Street, including both sidewalks, northeast of the project site. New shadow would extend into the landscaped building setback and loading ramp driveway on the Polk Street side of the State Office Building. There would be no new shadow on Redwood Street, which is shaded by existing buildings at that time. No new shadow from the Courts Building would reach any of the open spaces described above at 10:00 a.m., noon, or 3:00 p.m.

MARCH 21 (PST)

At 10:00 a.m. Pacific Standard Time (PST) on March 21 (see Figure 11, p. 68), the Courts Building would add new shadow to the entire width of Redwood Street, including both sidewalks, north of the existing parking lot. The project would add new shadow to the large light well on the east side of the apartment-restaurant building at 512 Van Ness Avenue, west of the project site. At noon, new shadow also would cover Redwood Street, including both sidewalks, north of the parking lot, and would cover an approximately 30-foot area of Redwood Street (behind 460 McAllister Street) not shaded by existing buildings. New shadow also would extend a short distance onto the west sidewalk of Polk Street. At 3:00 p.m., new shadow would cover the width of Redwood Street, including both sidewalks, for about half of the frontage of the parking lot, and would cover an approximately 40-foot area of Redwood Street (behind 460 McAllister Street) not shaded by existing buildings; existing buildings currently shade most of the remainder of Redwood Street at noon and 3:00 p.m. New shadow would cover the entire width of Polk Street, including both sidewalks, generally east of the project site, and would extend into the landscaped building setback and loading ramp driveway on the Polk Street side of the State Office Building. No new shadow from the Courts Building would reach any of the open spaces described above at 10:00 a.m., noon, or 3:00 p.m.

JUNE 21 (PDT)

At 10:00 a.m. Pacific Daylight Time (PDT) on June 21 (see Figure 12, p. 69), the Courts building would newly shade about two-thirds of the width of Redwood Street, including the south sidewalk, north of the existing parking lot, and would newly shade an approximately 20-foot area of Redwood Street northwest of 460 McAllister Street. The project would add new shadow to the light well at 512 Van Ness Avenue. At noon, new shadow would be similar to that at 10:00 a.m.; the area of Redwood Street that would be covered would be easterly toward Polk

Street. New shadow on the 512 Van Ness Avenue light well would move from the western to eastern side. At 3:00 p.m., new shadow would cover less than half of the width of the Redwood Street right-of-way. Portions of the south sidewalk of Redwood Street would be newly shaded. New shadow would extend across the west sidewalk of Polk Street and about half of Polk Street. No new shadow from the Courts Building would reach any of the open spaces described above at 10:00 a.m., noon, or 3:00 p.m.

SEPTEMBER 21 (PDT)

At 10:00 a.m. Pacific Daylight Time (PDT) on September 21 (see Figure 13, p. 70), the Courts Building would add new shadow to the entire width of Redwood Street, including both sidewalks, north of the existing parking lot. At noon, new shadow also would cover Redwood Street, including both sidewalks, north of the parking lot and an approximately 30-foot area of Redwood Street (behind 460 McAllister Street) not shaded by existing buildings. At 3:00 p.m., new shadow would cover the entire width of Redwood Street, including both sidewalks, for about two-thirds of the frontage of the parking lot, and would cover an approximately 40-foot area of Redwood Street (behind 460 McAllister Street) not shaded by existing buildings. Existing buildings currently shade most of the remainder of Redwood Street. Shadow would extend onto the west sidewalk of Polk Street and onto the street, approximately to the east sidewalk at that time. No new shadow from the Courts Building would reach any of the open spaces described above at 10:00 a.m., noon, or 3:00 p.m.

THE SUNLIGHT ORDINANCE

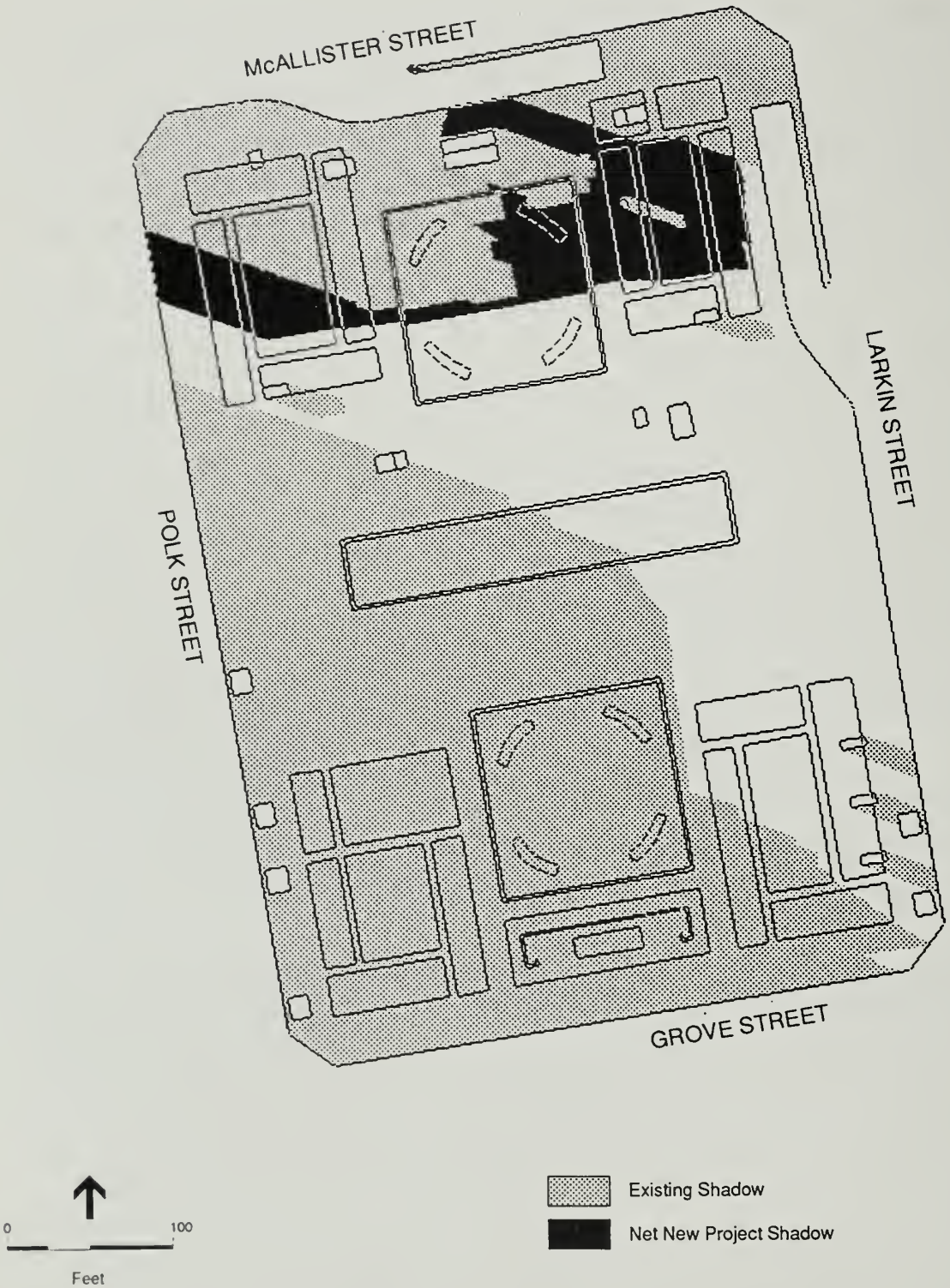
In June 1984, the voters of the City and County of San Francisco approved Proposition K, the Sunlight Ordinance (City Planning Code Section 295) prohibiting the issuance of building permits for structures that would shade property under the jurisdiction of, or designated to be acquired by, the Recreation and Park Commission unless the City Planning and Recreation and Park Commissions determine that such shade would not have a significant impact on the use of such property.

In February 1989, the City Planning and Recreation and Park Commissions adopted shadow criteria for all 15 parks in the Greater Downtown Area. These districts, in the Greater Downtown Area, have the greatest potential for new shadow on parks because of the permitted height limits. The commissions: 1) set an Absolute Cumulative Limit for new shadow for each open space; 2) (where new shadow is allowable): projected individual building impacts and allocated a portion

of the additional allowable shadow among specific projects, within the Absolute Cumulative Limit; and 3) set forth qualitative criteria for new shadow. The Absolute Cumulative Limit for Civic Center Plaza is one percent additional square-foot-hours of shadow per year between one hour after sunrise and one hour before sunset throughout the year (the hours during which Section 295 applies).[2] This Absolute Cumulative Limit developed for Civic Center Plaza assumed and provided for a New Main Library approximately 80 feet in height on the block known as Marshall Square, bounded by Larkin, Fulton, Hyde and Grove Streets.

The Courts Building would add new shadow to Civic Center Plaza during the late afternoon between late April and late August, generally during the last hour before sunset. The maximum duration of shadow cast by the project on Civic Center Plaza would be approximately 1-¼ hours during June and July. The maximum amount of new shading at any one time would occur near the time of the summer solstice, on June 14 and 28 at approximately the last minute of the day when the sunlight ordinance applies *(i.e.*, the minute before one hour before sunset), when the project would add a maximum of 17,355 square feet of new shadow (beyond shadow from existing buildings) to the Plaza (see Figure 14). This shadow coverage would represent approximately eight percent of the area of Civic Center Plaza. The project would add 423,704 square-foot-hours of shadow to Civic Center Plaza through the course of the year. Total net new shadow on Civic Center Plaza as a result of the project would be about 0.05 percent of total year-round square-foot-hours of sunlight on Civic Center Plaza. The proposed Courts Building, in combination with the New Main Library as it is being constructed, would not exceed the one percent Absolute Cumulative Limit set for Civic Center Plaza.[3,4]

The project would not newly shade Civic Center Plaza in excess of the adopted Absolute Cumulative Limit for that open space. However, because it would newly shade the Plaza to some degree, it would require consideration in accordance with Section 295, as follows: After review of project shadow information provided by the Department of City Planning and consultation with the Recreation and Park Commission, the General Manager of the Recreation and Park Department would make a recommendation to the City Planning Commission as to whether the project shadow impact would be significant under Section 295. The City Planning Commission would conduct a hearing and review the shadow information and the recommendation of the General Manager of the Recreation and Park Department, and would then make a determination regarding the significance of potential project shadow impact.



SOURCE: Department of City Planning

Case No. 93.546E / San Francisco Courthouse ■

Figure 14
Maximum Extent of Net New Project Shadow on Civic Center Plaza (June 14 and 28)

ADJACENT PROPERTY

The project would be built immediately adjacent to the existing apartment-restaurant building at 512 Van Ness Avenue, known as the Corinthian Court Apartments. Twelve apartment windows (four each on the building's three floors) would be physically blocked as a result of the project, which would be built to the east lot line of the Corinthian Court Apartments, resulting in a loss of light and air to those windows. Existing windows in one large and two smaller light wells on the east side of the Corinthian Court Apartments would remain. The project would cast shadow in the morning hours on those light wells and on those windows, to the west of the project site, on all floors of the building that now receive direct sunlight. The project shadow impacts on that building's light well area are reported in the preceding text and figures on pp. 67 - 70.

NOTES - Shadow

1 Fulton Street between Larkin and Hyde Streets was proposed as a pedestrian mall, and was analyzed as such in the EIR for the new San Francisco Main Library. However, a bond issue to implement the mall was not approved by San Francisco voters in 1992.

2 A square-foot-hour of shadow is one square foot of ground shaded for a period of one hour.

3 The Section 295 year-round shadow analysis marginally overestimates project shadow because it modeled the Courts Building without the chamfered (diagonally cut) corner at Polk and McAllister Streets, as is proposed.

4 Ahmadi, Rana, Planner, San Francisco Department of City Planning, letter to Jim Tully, Architect, Hood Miller Associates, December 2, 1993; revised December 17, 1993. This letter is on file and available for review at the Department of City Planning, 450 McAllister Street, San Francisco.

D. TRANSPORTATION

TRAVEL DEMAND AND TRAFFIC

Because the project essentially would relocate court uses from City Hall to the proposed Courts Building across the street, it would not directly affect the trip generation characteristics of courts-related activities. The project would not be expected to result in a substantial increase or change in trips (vehicular, pedestrian and transit) to and from the project vicinity or to substantially increase the demand on existing transportation systems, compared to existing conditions in the Civic Center area. Existing trips are, and future trips would be, generated based on caseload (*i.e.*, the number of court cases per day). Change in caseload is a function of changes in laws and regulations, population, and other demographic factors (for example,

increase in elderly population leads to more probate cases, and increase in youth population leads to more Juvenile Dependency cases). Caseload and other courts-related activities would not increase or decrease due to the size of the new Courts Building, or whether or not a new courthouse were constructed. For example, existing caseload exceeds the capacity of the courts space at City Hall and has resulted in the Courts leasing space for three courtrooms at 575 Polk Street, about one block north of the project site. Without the project, increased caseloads in the future could cause the Courts to lease additional space outside of City Hall. Increased courts activity that would occur in the future, regardless of whether the project were constructed, is accounted for in the analysis of cumulative traffic conditions in the *San Francisco Main Library EIR* (Case No. 90.808E, Final EIR certified February 27, 1992), as described in Cumulative Effects, below.

In general with the project, existing court-related trips that now are made to and from City Hall would begin or end across the street at the new Courts Building. Trips associated with the approximately 20 employees and activities of the Juvenile Court Dependency section (three courtrooms) would be made to and from the site, rather than to and from Youth Guidance Center at 375 Woodside Avenue (3.5 mi. southwest of Civic Center). Those trips (estimated at about 120 person trip-ends per day) would not be expected to be noticeable against the daily fluctuation of traffic levels on Civic Center area streets because of the relatively low number of trips and because the trips would be spread through the day. Trips to and from the three courtrooms in leased space at 575 Polk Street, about one block north of the project site, would also be redirected to and from the new Courts Building. Existing trips to City offices on the project site (Department of City Planning and Bureau of Building Inspection) will be made to 1660 Mission Street independent of the project as those offices will relocate there in 1994.[1] The project could temporarily alter existing circulation patterns during construction, as discussed in Demolition, Excavation and Construction Traffic on p. 81. However, it would not result in a noticeable change to the street network after project completion.

As the project would essentially relocate existing uses across the street, project operation would not substantially affect transit carriers or pedestrian conditions at area intersections.

PARKING

The project would replace 65 existing public parking spaces (with valet operations) on the site with 25 to 50 non-public spaces. The number of publicly accessible spaces on the site would decrease from about 65 to zero; the number of actual spaces would decrease by as little as 15 or

as many as 40. Parking provided in the project would be secure parking for judges and sheriff's vehicles. At present, judges park in public parking garages and lots, including the Performing Arts Garage at Franklin and Grove Streets. Each judge's parking space in the project would make available one public parking space previously occupied by judges in the Civic Center area. Replacement parking for between 25 and 50 of the on-site public spaces lost as a result of the project would be made available in this manner. Therefore, the project would displace a net of between 15 and 40 public parking spaces in the Civic Center area. Displaced parking demand could be accommodated in the Civic Center Garage, Performing Arts Garage, and other nearby garages and lots, except on weekdays when special events occur in the Civic Center (about 45 weekdays per year). This could cause people to park farther from their destination or to change mode of travel or to increase the number of persons per vehicle. According to the *San Francisco Main Library EIR*, parking supply would exceed demand, including that of the New Main Library and Asian Art Museum (if the museum were to relocate to the existing Main Library), on all but peak-special-event weekdays by about 400 spaces. (Cumulative parking demand is discussed below under "Cumulative Effects.")

The location of the entrance / exit for the project's parking level has not been determined. Locations under consideration are the Polk Street frontage, probably at the corner of Redwood Street; the Redwood Street frontage; and the McAllister Street frontage. An entry / exit ramp and a vehicle elevator, or a combination, are being considered for access. A parking entry / exit on Redwood Street, a one-block, one-way (eastbound) street, would have the least impact on through traffic. A parking entry / exit on Redwood Street or Polk Street would not affect transit operations; it could affect vehicle traffic on Polk Street. If the access point were on McAllister Street, vehicles using the garage could conflict with MUNI, Golden Gate Transit and SamTrans buses, as well as through traffic. The existing parking lot on the project site, which has its primary entrance and supplemental exit on McAllister Street and its primary exit on Polk Street, provides public parking, including short-term parking, while the project parking garage would be for judges and sheriff's vehicles. Therefore, the project garage, which would provide less parking and would be less oriented towards short-term parking, would be expected to have less impact on transit and through traffic than the existing lot. Parking demand would not noticeably increase due to the project because the Courts Building would not result in noticeable additional activity compared to existing courts activity in Civic Center, as described above. However, the number of parking spaces would not meet the City Planning Code requirement of approximately 500 spaces; a Variance would be required.

If the garage access point were located on Polk Street, to minimize the potential disruption to transit operations and through traffic the project sponsor could post sign(s) on the building and provide garage users with information directing garage users to enter the garage from southbound Polk Street. The sponsor could post a sign inside the garage exit warning motorists not to turn left onto northbound Polk Street during a.m. and p.m. peak traffic hours, and the City could post sign(s) prohibiting garage users from entering the garage from northbound Polk Street. Implementation of such a prohibition would be the responsibility of the Department of Parking and Traffic.

To increase bicycle use by project employees and visitors, the project sponsor could incorporate into the project safe and secure publicly accessible bicycle parking in excess of the amount of bicycle parking required by the City Planning Code (one bicycle space per 20 parking spaces). Because the parking garage would not be publicly accessible, bicycle parking would have to be located elsewhere in the building. The sponsor could consider the Bicycle Parking Requirements drafted by the Department of City Planning and the Bicycle Advisory Committee in designing any such bicycle parking. To increase the attractiveness of bicycle commuting, the sponsor could include employee showers in the Courts Building.

CUMULATIVE EFFECTS

The cumulative transportation effects of development in the Downtown & Vicinity, encompassing the project, are analyzed in the *Mission Bay* and *South of Market Plan EIRs* (Case No. 86.505E, Final EIR certified August 23, 1990, pp. VI.E.1-VI.E.242; and Case No. 85.463E, Final EIR certified December 7, 1989, pp. 96-134). In summary, as presented in these Program EIRs, cumulative travel demand is expected to exceed p.m. peak period capacity at some of the freeways serving San Francisco, resulting in shifts in travel modes (from automobiles to transit and ridesharing).

The *San Francisco Main Library EIR* (Case No. 90.808E, Final EIR certified February 27, 1992) assumed a growth factor of about one percent per year in traffic through the horizon year 2000, to calculate cumulative traffic at area intersections. This one percent growth factor has proved to be a conservative estimate of future traffic growth to date. Cordon counts taken by the City in 1965 and 1983 (that is, counts made at the same major access points to the Downtown and Vicinity 18 years apart) showed a decrease in daily traffic volume of nearly 4 percent over that period.[2] Data published by the Department of City Planning in 1993 show that from the period

1990 to 1992, the City lost about 30,000 jobs; this would contribute to a lower commute traffic growth rate than predicted.[3]

The *San Francisco Main Library EIR* discussed cumulative transportation effects in the Civic Center area. Cumulative growth in Courts trips (which are dependent upon caseload) and in other City-office-related trips is accounted for in the cumulative analysis in the *Main Library EIR*. That analysis assumed that traffic at area intersections would increase by about one percent per year through the year 2000 cumulative horizon. That increase accounted for reopening of the currently closed State Office Buildings at 350 McAllister Street (scheduled for 1998) and 525 Golden Gate Avenue (now proposed to be sold), as well as other proposed development in the project vicinity, such as the proposed enlarged State Office Building at 455 Golden Gate Avenue, the proposed federal office building at 10th and Market Streets, mixed-use developments at 600 and 650 Van Ness Avenue, and development of the Hastings College of the Law properties. (See Chapter III.A., Environmental Setting, Land Use, of this EIR, p. 37, for a discussion of proposed development in the project vicinity.) The one percent increase also assumes that some growth would occur through "backfill" of office space currently leased by City offices in the Civic Center area if those offices were to relocate to City Hall.

With project implementation, City Courts and related activities (with their associated trips) would relocate from City Hall across the street to the new Courts Building. Other City office uses, and their associated trips, would probably relocate to City Hall from leased space within the greater Civic Center area, although some existing Departments in City Hall would probably expand into less cramped conditions without adding substantial numbers of people.

Intersections in the project vicinity were analyzed in the *Main Library EIR* (pp. 132 - 137) for Existing, Existing Plus Library (and Asian Art Museum relocation to existing library building), and Cumulative Plus Library conditions. That analysis is incorporated by reference and summarized here. Of seven intersections analyzed in the "Existing + Project + Cumulative" scenario (Library, Asian Art Museum plus Cumulative), none would experience deterioration in Level of Service from an acceptable level (LOS D or better) to an unacceptable level (LOS E or F) in the future.[4] One intersection, Ninth and Market Streets, would drop from LOS E to LOS F.[5] The Cumulative Plus Library scenario included development of a then-proposed City office building of about 150,000 sq. ft. on the Courts Building project site.[6] Because the Courts Building project would not directly result in new trips, it would not noticeably affect the cumulative intersection analysis presented above. Table 4 from the Main Library EIR, Project

Peak-Hour Intersection Volume-to-Capacity Ratios (V/C) and Levels of Service (LOS), is included herein as Appendix C: Transportation, p. A.56.

Cumulative parking conditions also were analyzed in the *Main Library EIR*. That analysis is incorporated by reference and summarized here. The Library analysis found that, with the cumulative development scenario, there would be a shortfall of about 145 parking spaces in Civic Center area on an average weekday. Completion of the new Main Library will make available about 45 parking spaces (approximately equal to the number of parking spaces proposed to be eliminated by the Courts Building project) on Fulton Street between Larkin and Hyde Streets; this area was formerly proposed as a Fulton Street (pedestrian) Mall and was assumed as part of the *Main Library EIR* analysis. Funding for the Mall was not approved by San Francisco voters in 1992.[7] On peak weekdays with special events (such as the Harvest Festival at Brooks Hall) - about 45 weekdays per year - there would be a parking deficit of about 730 spaces, or about 775 spaces if the Fulton Street Mall were built. A parking shortfall would result in people parking farther from their destinations, or shifting to other modes of transportation.

LOADING REQUIREMENTS

Two off-street freight loading spaces would be provided in a loading bay at the rear of the building, off Redwood Street, near the proposed service entrance. The loading spaces would be smaller than required by the City Planning Code (Section 154 (b)); a Variance would be required. The proposed spaces would accommodate vans and small trucks, but not semi-trailer trucks. Existing Courts loading activity, consisting primarily of the transfer of court records, requires about 5 to 10 vehicles (about 10 to 20 trip ends) daily, generally by vans and small trucks;[8] these trips would be relocated to Redwood Street from the Grove Street side of City Hall. Additional deliveries for the Courts Building limited food service would also occur on Redwood Street. Parcel deliveries (U.S. Postal Service and private carriers, overnight and courier delivery) and bicycle messengers would not use the Redwood Street loading area, but would enter via the security check / public entrance(s) on McAllister Street and/or at the corner of McAllister and Polk Streets.[9] Courts activity would not increase as a result of the project, and associated loading activity would not be expected to be substantially different in volume than currently occurs at City Hall. Loading activities would be shifted to Redwood Street, a one-block, one-way street. Trucks serving existing restaurant uses on Golden Gate Avenue and in the 512 Van Ness Avenue building currently double-park on Redwood Street during loading activities and sometimes block traffic entering from Van Ness Avenue. Redwood Street does not

primarily carry through traffic; it is mainly used for trips with origin / destination on Redwood Street itself. The Courts Building loading spaces would accommodate loading activity for the project. While localized circulation associated with loading would change due to the project, and trucks backing into the project loading area could temporarily block Redwood Street, the project would not cause protracted blockage of traffic circulation.

To minimize effects on McAllister Street and Polk Street traffic and transit caused by non-scheduled deliveries (for example, parcel and overnight courier deliveries), the project sponsor could request that the Traffic Engineering Division of the Department of Parking and Traffic create a curbside freight loading zone ("Yellow Zone") on the Redwood Street or Polk Street frontage of the building. The Polk Street frontage of the project site is currently occupied by a right-turn lane; no parking is permitted. Creation of a loading zone would eliminate the right-turn lane.

DEMOLITION, EXCAVATION AND CONSTRUCTION TRAFFIC[10]

Temporary construction-related transportation impacts would result from construction employees and truck movements to and from the site during site clearance, excavation and building activity. Truck traffic would be greatest during demolition and excavation, with fewer truck trips anticipated during the project construction work. Up to 55 trucks per day would travel to and from the site during the 13-week demolition and excavation period. The average number of trucks per day in this period would be about 43. Over the remainder of the 24-month construction period, the average number of trucks per day would be eight to ten. (A maximum of about 25 trucks per day would visit the site during the 26-week structural steel and concrete phase, decreasing to a maximum of about 15 trucks daily during approximately the final 15 months of construction.) Trucks would likely travel up Ninth Street from the I-80 freeway and reach the site via Larkin Street and McAllister Street. Ninth Street carries four lanes of one-way traffic. Larkin Street is three lanes of one-way northbound traffic south of Grove Street, and three northbound lanes plus one southbound lane between Grove and McAllister Streets. McAllister Street has two to three westbound lanes and one to two eastbound lanes.

During the construction period, sidewalks on the Polk Street and McAllister Street sides of the project site would be closed, with pedestrians traveling in covered pedestrian walkways to be constructed in the curb lane of those streets, displacing existing parking.[11] The south sidewalk of Redwood Street would be expected to be closed during construction. Closure of curb lanes to accommodate pedestrian walkways would displace six, or fewer, metered on-street parking

spaces and bus stops on McAllister Street (discussed below). The demand resulting from temporary elimination of these spaces would be met by other parking in the area.

Limited on-site storage of construction materials would occur until the building's steel frame were erected and floors at least partially constructed, about nine months into project construction. After that time, materials would be stored on-site within the partially completed building, and would be transferred from trucks to the building with a small hydraulic crane. On-site storage would reduce the number of daily truck trips for materials delivery; the above trip estimates take into account that reduction.

A maximum of about 30 construction workers would be present during approximately the first nine months of construction, encompassing the demolition and excavation and the structural steel and concrete phases. During the remainder of the 24-month construction period, up to about 140 construction workers per day, and about 100 on average, would be present. Temporary parking demand from construction workers' vehicles, and impacts on local intersections from construction worker traffic, would occur in proportion to the number of construction workers who would use automobiles.

Impacts of construction-related traffic would include roadway capacity decreases due to the slower movements and larger turning radii of construction trucks compared to passenger vehicles. Lane blockage on Polk, McAllister and Redwood Streets due to queued trucks and to sidewalk rerouting, if it were to occur, would temporarily reduce the capacity of these streets. The 5-Fulton MUNI line and SamTrans and Golden Gate transit lines could be affected by truck movements. The 5-Fulton and SamTrans and Golden Gate Transit buses stop on McAllister Street at Polk Street; Golden Gate Transit buses stop on McAllister between Polk and Van Ness between 4:00 p.m. and 6:00 p.m. The average scheduled frequency is about one bus every three minutes; often more than one bus is loading at a time. Those bus stops would have to be relocated during project construction. A potential relocation site is McAllister Street between Larkin and Polk Streets east across Polk Street from the project site, along the frontage of the Old State Building at 350 McAllister Street.[12, 13] Relocation to this site could displace some existing vanpool parking and metered parking. Vanpool spaces could be relocated elsewhere in the Civic Center, which would displace other existing parking spaces. This frontage may not be available during proposed renovation of the Old State Building, expected to be completed by 1998. The project sponsor would work with the affected transit carriers to relocate bus stops during the construction period. (See mitigation measures on p. 102.)

Any truck traffic occurring during the hours of 7:00 to 9:00 a.m. and 4:00 to 6:00 p.m. would coincide with peak-hour traffic and could impede traffic flow. Blockage during times of peak traffic flow would have greater potential to create conflicts than during non-peak hours because of the greater numbers of vehicles on the streets during the peak hour that would have to maneuver around the queued trucks. Limiting truck movements to the hours between 9:00 a.m. and 3:30 p.m. would minimize disruption of the general traffic flow on Polk and McAllister Streets during the a.m. and p.m. peak hours. (See mitigation measure on p. 102.)

Should construction occur on other developments in the area (see Cumulative Growth Effects above) during the project construction period, construction truck traffic would be expected to increase further, and traffic congestion and transit delays could be more extensive than described above. (See mitigation measure, p. 102, that would include project coordination with other concurrent development in the area.)

NOTES - Transportation

1 Transportation effects of the 1660 Mission Street building (Van Ness Gateway Center), where City offices on the project site would be temporarily relocated, were analyzed in an environmental impact report prepared for that project (Case No. 84.448E, Final EIR certified April 17, 1986), which is available for review at the Department of City Planning, 450 McAllister Street, San Francisco, CA.

2 JHK & Associates, 1983 San Francisco Cordon Count, prepared for the Department of Public Works, July 1983.

3 San Francisco Department of City Planning, Commerce and Industry Inventory, July 1993.

4 Level of Service (LOS) is a common measure of traffic service to indicate amount of congestion and delay. Intersection LOS indicate traffic operations rated on a scale ranging from LOS A (little or no delay, open conditions) to LOS F (forced flows or a total breakdown in traffic flow, stop-and-go operations. LOS F represents jammed conditions). Capacity occurs at LOS E. LOS D is generally an accepted standard for peak hour planning of urban transportation facilities. The preceding summarizes Table D-2: Vehicular Levels of Service at Signalized Intersections, *San Francisco Main Library Final EIR* (Case No. 90.808E), p. A.55 which is incorporated by reference here.

5 The analysis of the Ninth and Market Streets intersection indicated that the existing LOS E is due primarily to bus traffic on Market Street, which is relatively heavy. The analysis applied a "passenger-car-equivalency factor" to Market Street bus traffic, which weights buses more heavily than automobiles to account for their disproportionate effects on traffic flow. The analysis was conservative in that it did not consider the right lane of Ninth Street to be a traffic lane because that lane includes a bus stop. Vehicles use that lane as a right-turn / through lane when buses are not present.

6 The City office building assumed for the project site in the *Main Library EIR* cumulative analysis is relevant to the present analysis because the space vacated by the Courts in City Hall (which will

become available for City offices) is comparable to the amount of office space formerly proposed for the project site, and because offices are a more intensive land use than the proposed Courts use.

7 Following construction of the new Main Library, Fulton Street will be reopened to vehicles. The City has already relocated the Pioneer Monument to the center of Fulton Street. Therefore, about one-half of the formerly available 92 parking spaces on Fulton Street, or about 45 spaces, will be available once construction of the new Main Library is complete (Russell Abel, Project Manager, Bureau of Architecture, telephone conversation, November 16, 1993). Because this is approximately equal to the up to 40 parking spaces that would be displaced by the Courts Building project, the Main Library EIR cumulative parking shortfall figures are used in this analysis. Should Fulton Street Mall eventually be reconstructed as a pedestrian mall, those 45 parking spaces would be eliminated. In that case, the shortfall would be about 190 spaces instead of 145 spaces, causing some persons to park farther from their destinations or change mode of travel.

8 Carlson, Alan, Chief Executive Officer, San Francisco Superior and Municipal Courts, telephone conversation, January 10, 1994.

9 Tully, Jim, architect, Hood Miller Associates, telephone conversation, November 17, 1993.

10 The discussion of construction impacts was prepared on the basis of estimates of construction periods, truck movements and access routes provided by William Burrows, Vice President, Luster Construction Management (project construction manager), letter, July 30, 1993, and telephone conversation, September 16, 1993, and other sources as indicated in other notes.

11 Cohen, Clyde, project manager, Office of the Chief Administrative Officer, telephone conversation, September 16, 1993.

12 Watry, Duncan, transit stop coordinator, San Francisco Municipal Railway, telephone conversation, September 16, 1993.

13 Potts, Warren, Superintendent of Scheduling, Golden Gate Transit, telephone conversation, September 17, 1993.

E. HAZARDS

HAZARDOUS MATERIALS REGULATION

Hazardous materials and hazardous wastes[1] are extensively regulated by federal, state, regional and local regulations, with the major objective of protecting public health and the environment. In general, these regulations provide definitions of hazardous substances; identify responsible parties; establish reporting requirements; set guidelines for handling, storage, transport, remediation, and disposal of hazardous materials and wastes; and require health and safety provisions for both workers and the public, such as emergency response, worker training programs, and health and safety plans. Sites which are subject to these regulations, including underground storage tank sites, are identified on periodically-updated published lists at the federal, state, and local levels. Some major agencies enforcing these regulations include: the

U.S. Environmental Protection Agency (federal); the California Environmental Protection Agency (state) and its subordinate departments, such as the Department of Toxic Substances Control and the California Regional Water Quality Control Board, San Francisco Bay region; the Bay Area Air Quality Management District (BAAQMD) (regional); and the San Francisco Department of Public Health, Bureau of Toxics, Health and Safety Services (local).

POTENTIAL HAZARDS IN BUILDINGS

Common building materials in older buildings that may pose public health hazards include asbestos, electrical equipment such as transformers and fluorescent light fixture ballasts that contain polychlorinated biphenyls (PCBs), fluorescent lights containing mercury vapors, and lead-based paints. During construction of the proposed project, there would be a potential risk of worker exposure, and possibly the public, if these hazardous building materials should become airborne.

The asbestos surveys conducted for the existing buildings on the project site in 1993 indicated that asbestos containing materials are present in two of the three buildings (450 and 460 McAllister Street).[2] Asbestos abatement would occur after the building is vacated, prior to actual demolition of the building and project construction in accordance with BAAQMD and other requirements. (See the Initial Study, pp. A.42-A.44, for a discussion of asbestos, asbestos removal and applicable regulations.)

Surveys of buildings on the site have not been conducted to inspect for the presence of PCBs, lead or mercury. Due to the age of buildings, however, there is a potential that these hazardous materials are present. A building survey to identify PCB-containing electrical equipment, deteriorated lead-based paint, fluorescent lights potentially containing mercury vapors, and other potentially hazardous building materials has been identified as a mitigation measure for the proposed project (see Mitigation Measure, p. 104). Handling and disposal of hazardous building materials, if any, would be performed prior to demolition, and would be performed in accordance with all federal, state and local hazardous waste regulations. This would minimize the potential risk of exposure of workers and the public to hazardous building materials. Abatement of hazardous building materials would be performed under the direction of the Bureau of Construction Management, in accordance with applicable regulations.

SUBSURFACE CONTAMINATION

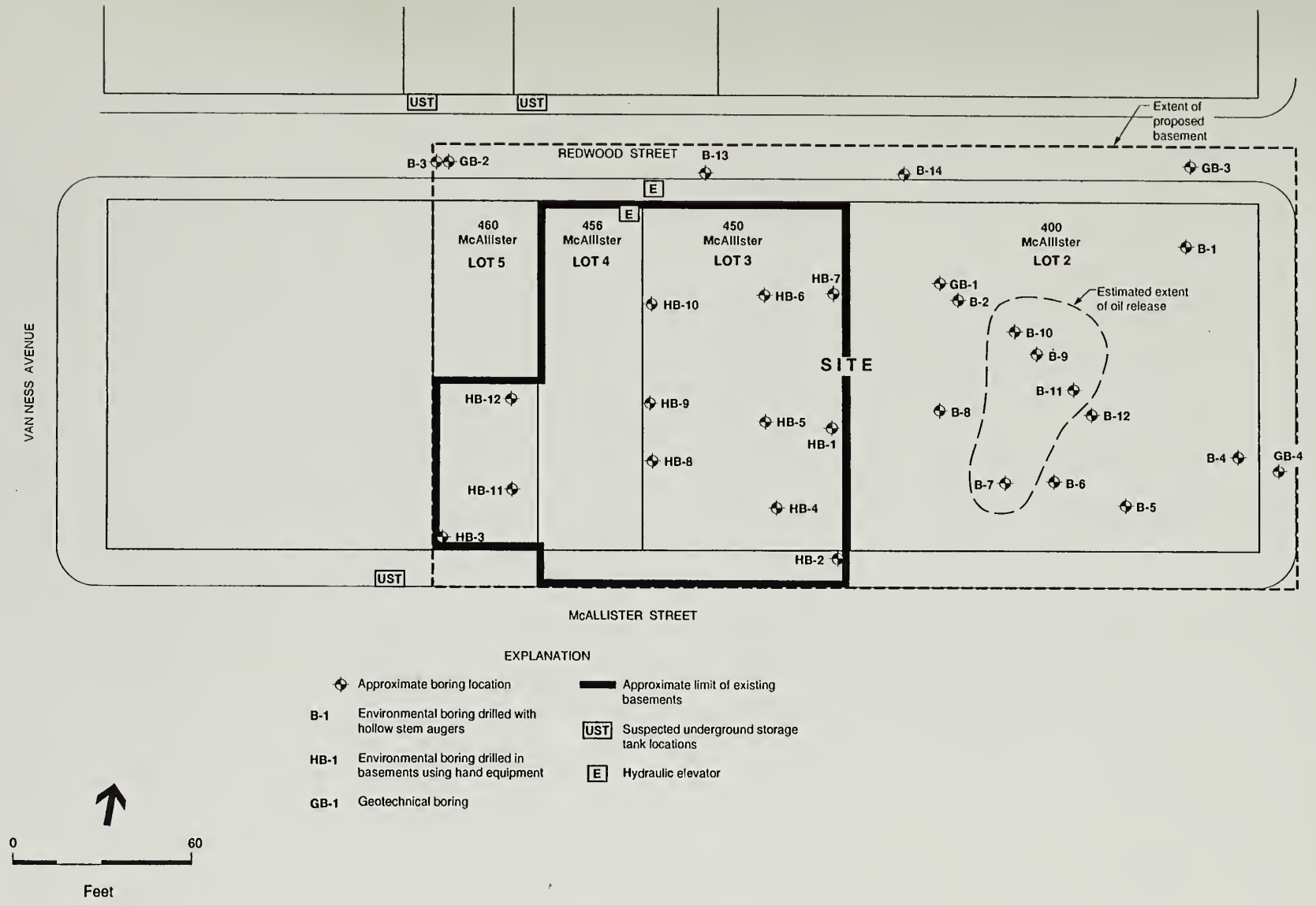
Site Characterization

Construction of the proposed project would require excavation of soil to an estimated depth of 12 to 21 feet below the ground surface. Due to historical land uses associated with the presence of hazardous materials on the project site, Treadwell & Rollo, geotechnical and environmental consultants, under contract to the City has conducted hazardous materials site assessments and investigations. The purpose of these studies is to characterize the chemical quality of the soil and to identify appropriate disposal or remediation methods for the soil.

Treadwell & Rollo conducted a Phase II Site Assessment in 1993.[3] It is summarized here. The assessment consisted of subsurface exploration (i.e., soil sampling) and chemical analysis of samples. Thirty soil borings were drilled on the project site, and 52 soil samples were collected from these borings and analyzed for various chemicals. The samples were collected at depths ranging from the ground surface to about 25 feet; the soil samples were collected from either the layer of fill material (ranging in thickness from 2 to 15 feet) or from the native dune sand, which was encountered below the fill layer to a total depth of 68 feet. Groundwater was encountered at depths ranging from 17 to 23 feet below the ground surface; no groundwater samples were collected. Figure 15 shows the locations of soil borings where samples were collected, by lot number and address.

The samples collected from the fill were analyzed for polynuclear aromatic hydrocarbons (PNAs), petroleum hydrocarbons, and heavy metals (including mercury, copper, lead and zinc), which have all been found in earthquake fill in San Francisco; the fill samples were not analyzed for volatile organic compounds (VOCs), because, although VOCs are occasionally present in the earthquake fill, there were no odors or visual indications of their presence during drilling. The samples collected from the dune sand near the groundwater surface were analyzed for total petroleum hydrocarbons (gasoline, diesel and motor oil) and VOCs to assess any chemical contaminants originating from off-site sources or from releases on site from previous land uses.

In general, the sampling locations and parameters for chemical analysis were determined based on historical land uses, which are summarized by lot number and address in Table 2, p. 88. In Lot 2 (400 McAllister), the former gas station site and current parking lot, 12 borings were drilled and sampled to assess the nature of earthquake fill found at the site and potential fuel leaks. Nine borings were drilled in the basement of the existing building at Lot 3



SOURCE: Treadwell & Rollo, Inc.

Figure 15
Hazards Investigation Site Plan

TABLE 2: LAND USES INVOLVING POTENTIALLY HAZARDOUS MATERIALS

Lot	Address	Land Use	Approximate Date	Location of Potential Hazardous Materials	Potential Hazardous Materials Present[a, b]
2	400 McAllister St.	SF Fire Station	1913-1924	Various Tanks	Soda and Acid
		Service Station	1931-1977	Underground Tanks	Diesel, Gasoline, Waste Oil, PNAs, Solvents, PCBs, Heavy Metals
		Service Station	1931-1977	Hydraulic Lifts	Hydraulic Oil, PCBs
3	450 McAllister St.	Existing Building	1932-Present	Piping Insulation	Asbestos
		Existing Building	1932-Present	Two Sump	Cleaning and Maintenance Fluids
		Existing Building	1932-Present	Hydraulic Elevator	Hydraulic Oil, PCBs
		Existing Building	1932-Present	Janitors Closet	Cleaning Fluids
4	456 McAllister St.	Existing Building	1913-Present	Inside Building	Cleaning Fluids
		Auto Repair Facility	1913-1917	Unknown	Diesel, Gasoline, Waste Oil, PNAs, Solvents, PCBs, Heavy Metals
5	460 McAllister St.	Existing Building	1906-Present	Vent Duct Insulation	Asbestos
		Existing Building	1906-Present	Inside Building	Cleaning Fluids
		Auto Repair Facility	1925-1932	Unknown	Diesel, Gasoline, Waste Oil, PNAs, Solvents, PCBs, Heavy Metals

Notes:

[a] Based on Phase I Site Assessment (Treadwell & Rollo, 1993)
[b] Entire project site is underlain by 10 to 15 feet of fill materials, including earthquake fill

PNAs = Polynuclear Aromatic Hydrocarbons
PCBs = Polychlorinated Biphenyls

SOURCE: Orion Environmental Associates; Treadwell & Rollo, Inc., *Preliminary Environmental Site Assessment, Superior Courthouse Building, San Francisco, California,* December 9, 1993

(450 McAllister [City Hall Annex]) to assess the nature of the earthquake fill and also potential releases from the sumps in the basement of City Hall Annex. No sampling has been conducted to date from Lot 4 (456 McAllister, former auto repair facility) because the lot is completely covered by a privately owned building and access for sampling was prohibited.[4]

Three hand borings were drilled in the basement of the existing building at Lot 5 (460 McAllister, a former auto repair facility) to assess the nature of the fill and potential fuel

leaks from off-site sources. No sampling was done in the northern half of Lot 5 because of site access constraints.

In addition, six samples were collected along the periphery of the project site to detect any contamination from off-site sources. The Phase I record search indicated that underground tanks may have previously been located in the sidewalks along Polk and McAllister Streets. Two known underground storage tanks are located on the north side of Redwood Street directly across from 460 McAllister Street; and there is an apparent vent for an above-ground diesel tank used to supply fuel to an emergency generator across Redwood Street in the building north of 400 McAllister Street (the parking lot). There also appears to be a fill pipe for an underground storage tank in the McAllister Street sidewalk of the 512 Van Ness Avenue building, adjacent to the project site.[5]

Results of the soil sampling and chemical analysis indicated the presence of lead and copper in the fill in concentrations subject to hazardous waste regulations and of petroleum hydrocarbons in the fill and in an area of the dune sand underlying the project site at the former gasoline station location. The results of the site characterization are summarized below:

PNAs were not detected in any of the 13 fill samples analyzed.

Total Recoverable Petroleum Hydrocarbons (TRPH) concentration is a crude measure of the total of all petroleum-related hydrocarbons in a sample. TRPH were identified in 21 of the 28 samples collected on Lots 2, 3, and 5, at concentrations ranging from 5 to 5,460 parts per million (ppm). The highest concentrations were found in the earthquake fill on Lot 2 (the parking lot) at depths of 10 to 14 feet below the ground surface. TRPH were also identified in fill samples (not earthquake debris) from Lot 2 at concentrations of less than 38 ppm. The source of the TRPH is possibly oily compounds that were incorporated in the fill after the earthquake or releases at the former service station; alternatively, it may have previously existed in the non-earthquake fill material.

Total Petroleum Hydrocarbons (TPH) as motor oil were identified in two earthquake fill samples from Lot 3 (450 McAllister) at concentrations of 573 and 811 ppm. Measurement of TPH, as opposed to TRPH, employs a more sensitive analytical technique that identifies the type of petroleum hydrocarbon that is present, such as gasoline, diesel or motor oil, depending on the chemical characteristics. TPH as motor oil were found in the dune sand samples in concentrations from 135 to 32,300 ppm in Lot 2 (the parking lot),

probably due to releases from the former waste oil tank or other oily waste discharges from the former service station. No gasoline or diesel was detected in the dune sand samples. Chevron will be responsible for characterization and remediation of areas affected by their former service station activities, as discussed below.

Remediation of soils containing petroleum hydrocarbons is determined on a site-specific basis by regulatory agencies, and remediation strategies have not yet been established for the project site. However, soils with petroleum hydrocarbon levels above 100 ppm must be treated or must be disposed of at a Class I or II landfill. Soil with detectable levels of petroleum hydrocarbons below 100 ppm can be disposed of at a Class III landfill.[6]

Lead was the only one out of 17 metals analyzed in the fill samples which was identified at levels that would require handling of excavated soil as a hazardous waste, with the exception of one sample with an elevated copper concentration (discussed below). Lead is a human toxin and is listed as a persistent and bioaccumulative toxic substance in Title 22 of the *California Code of Regulations*. Based on these regulations, soil containing total lead levels greater than the Total Threshold Limit Concentration (TTLC) of 1,000 milligrams per kilogram (mg/Kg) would be classified as a hazardous waste for disposal purposes, similarly, if soluble lead levels exceed the Soluble Threshold Limit Concentration (STLC) of 5 milligrams per liter (mg/L), the soil would require disposal as a hazardous waste.[7] (The only other metal identified at levels in excess of regulatory criteria was in one soil sample from 450 McAllister where the soluble copper concentration of 111 mg/L exceeded the STLC of 25 mg/L.)

The highest total lead levels were identified in 11 soil samples from beneath Lot 3 (450 McAllister), with concentrations from those samples ranging from 23.2 to 9,380 mg/Kg; four samples exceeded the TTLC of 1,000 mg/Kg. Total lead levels identified in fill samples from Lot 2 (the parking lot; 22 samples) and Lot 5 (460 McAllister; four samples) ranged from 3.6 to 120 mg/Kg. Waste extraction tests were performed to identify soluble lead levels in the fill samples in order to compare the lead concentrations with the STLC of 5 mg/L. The soluble lead levels measured in all 11 samples from Lot 3 ranged from 13.3 to 648 mg/L, exceeding the STLC; two samples from Lot 2 had soluble lead concentrations of 5.8 and 6.2 mg/L, in excess of the STLC; and the remaining samples from Lot 2 and Lot 5 had soluble lead concentrations below the STLC.

Because they had the highest total lead levels, soil samples from beneath Lot 3 (450 McAllister) were also analyzed for soluble lead levels in accordance with the federal Toxicity Characteristic Leaching Procedure (TCLP) to identify whether soil from this portion of the site would be subject to federal land disposal restrictions. The federal regulatory level for lead is 5.0 mg/L, and the TCLP lead levels from Lot 3 ranged from not detected to 76.1 mg/L. Four of the eleven samples contained TCLP lead levels in excess of the federal regulatory level; see Disposal of Soil, p. 92, for discussion of disposal requirements.

Volatile Organic Compounds (VOCs) (identified as toluene, methyl ethyl ketone, acetone, and chloroform) were detected at low levels in samples of dune sand, but these constituents are thought to be attributed to sampling or laboratory contaminants.[8]

Site Remediation Options

Construction of the project would require excavation of approximately 18,500 to 23,500 cubic yards of soil, which would be composed of both fill and dune sand. As described above, some of the soil proposed for excavation would be classified as a hazardous waste under federal or state regulations due to the levels of petroleum hydrocarbons, lead, and possibly copper in the soil. Remedial options for the soil to be excavated have been developed for the project site (excluding the areas under the responsibility of Chevron) by Treadwell & Rollo and the City as part of their preliminary site assessment and characterization. Additional remedial options may be developed when the existing buildings are removed and further sampling is conducted. Final selection of a remedial option would be based on cost and regulatory acceptance. On Lot 2 (the parking lot), Chevron will be responsible for the investigation and remediation of the area affected by the waste oil release at the former service station. The City is entering into an agreement with Chevron for this work. As discussed below under Additional Investigation, if underground storage tank(s) were discovered, they must be removed in accordance with the City's underground tank removal regulations. Cleanup of releases from underground tanks would be overseen by the San Francisco Department of Public Health's Underground Storage Tank Local Oversight Program.

In the event that soils or groundwater affected by chemicals were removed from the project site, a Hazardous Materials Management Plan would be prepared and implemented. It would include a description of any additional sampling that would be performed for further site characterization, planned hazardous materials handling methods, removal and disposal

procedures, and would require that all hazardous materials handling, removal and disposal be undertaken in accordance with applicable federal, state and local hazardous materials laws and regulations with the objective of protecting public health and the environment (see Mitigation Measures, p. 104). The project site does not appear to pose any problems that cannot be mitigated by standard remedial techniques.[9]

Disposal of Soil

The primary remedial option under consideration for excavated soil would be disposal off-site at an appropriately permitted landfill. The method of disposal of excavated soils would depend upon the chemical characteristics of the soil. Depending on the chemical quality of the soil, it may require disposal at a Class I, II, or III landfill within California, as described above under Site Characterization, pp. 90 - 91. Alternatively, soil may be disposed of at an out-of-state disposal facility, which would be subject to federal, state and local regulations. Based on the results of the Phase II site assessment, the soil underlying the project site can be characterized as follows for disposal purposes:

- Approximately 500 to 1,000 cubic yards of soil (native dune sand) in Lot 2 (400 McAllister, the parking lot) has been affected by the waste oil release at the former Chevron service station. The affected soil could be treated to reduce the petroleum hydrocarbon concentration and/or taken to a Class I, II or III landfill facility or out of State for disposal. Chevron will be responsible for remediation of soil that has been affected by former Chevron site activities.

- Approximately 1,000 cubic yards of soil (fill) from beneath Lot 3 (450 McAllister) contains lead levels that exceed the California hazardous waste criteria and the federal land disposal restrictions. This soil would require treatment and disposal at a Class I landfill or out of state. Some of the soil could require treatment to reduce the TCLP lead levels before the soil can be placed in a landfill. The treatment could be performed at a treatment area at the landfill site prior to placement in the landfill.

- Approximately 8,500 cubic yards of soil (fill) from the remainder of the project site contains petroleum hydrocarbon and/or lead at levels that would require the implementation of soil management and disposal techniques in accordance with federal, state and local law. This soil could also require special consideration for disposal. Further testing may be necessary before the appropriate treatment or disposal strategy can be determined.

- Approximately 8,500 to 13,000 cubic yards of clean dune sand with no detectable levels of TRPH and lead levels below regulatory criteria. Disposal options for this soil are unrestricted.

The estimated soil volumes presented above are based on soil sampling completed to date. The volumes of soil may change when additional sampling is performed during construction of the proposed project to provide further characterization of the soil. Hauling and disposal of hazardous wastes from the project site would require a hazardous waste manifest and must be done by a state-certified hazardous waste hauler.

If the remedial option of off-site disposal is selected, soil to be excavated would require additional sampling and analysis to identify appropriate disposal methods and locations. The project site has limited space for stockpiling of soils, and it may be necessary to move soil with non-hazardous levels of chemicals to a suitable temporary off-site staging area for sampling and storage until the appropriate final disposition of the soil has been identified. Storage of the soil at the temporary staging area and transportation of the soil to the staging area would result in short-term potential public health impacts at the staging area and along the transportation route due to potential exposure of persons to soils containing chemicals. Transport and storage of the excavated soils would be conducted in accordance with local, regional, state and federal regulations in order to protect public health and the environment.

Encapsulation

Also under consideration for soil remediation is encapsulation of the potentially state-regulated waste beneath the floor slab of the proposed Courts Building. Alternatively, if construction plans for the proposed project change (for example, with no basement, excavation would be substantially limited), soils affected by petroleum hydrocarbons or lead could be left in place if approved by the California Department of Toxic Substances Control or the Regional Water Quality Control Board, in coordination with the Department of Public Health. Depending on the nature of the contaminants left in place, these agencies might require a Preliminary Endangerment Assessment, a site characterization report or a remedial plan.[10]

Exposure to Subsurface Hazardous Materials

The public health could be affected by exposure to hazardous wastes present in the soil and groundwater. The types of site activities that could lead to human exposure to chemicals include excavation, grading, site investigation, site remediation, dewatering, and removal of previously unknown underground storage tanks or other buried building materials. Exposure of soil or groundwater affected by chemicals could also result in emissions of dust, hydrocarbon vapors or other airborne contaminants.

Soil

During construction, exposure to hazardous materials in soil could occur through inhalation of vapors, fumes or contaminated dust, through direct contact with contaminated materials, or through direct or indirect ingestion. The contractor would be required to comply with federal and state regulations designed to protect worker and public health from exposure to hazardous materials. The Site Health and Safety Plan prepared for the proposed project would address these measures (see Mitigation Measure, p. 105). The plan would establish policies and procedures to protect workers and the public from potential hazards posed by hazardous materials and wastes at the project site, and it would be prepared according to federal and California OSHA regulations for hazardous waste health and safety plans. A dust control program would also be implemented to minimize public health and air quality impacts associated with chemical-laden dust. (See Mitigation Measure, p. 105.)

The California Occupational Safety and Health Administration (Cal-OSHA) regulates worker exposure to hazardous materials. The Department of Toxic Substances Control of the California Environmental Protection Agency and the San Francisco Department of Public Health, Hazardous Waste Division, regulate hazardous waste handling, storage, transport, and disposal. The Bay Area Air Quality Management District may impose specific requirements to protect ambient air quality from dust, hydrocarbon vapors, or other airborne contaminants. The Regional Water Quality Control Board has jurisdiction should there be contaminated groundwater.

Groundwater

If dewatering were required and chemicals were present in the groundwater, exposure could come from direct contact, inhalation of fumes, or possibly, direct or indirect ingestion. If dewatering were necessary, sampling and analysis of groundwater would be performed during construction to assess the quality of the groundwater for potential public health impacts and to determine the appropriate method for disposal of groundwater generated (see Mitigation Measure, p. 104). Disposal of the groundwater to the City's sewer system would be regulated by the City's Industrial Waste Ordinance (Public Works Code, Article 4.1). If the groundwater is determined to be contaminated with hazardous materials, on-site treatment of the groundwater may be required before discharge to the sewer system, or if standards could not be met with on-site treatment, the groundwater would need to be disposed of off-site by certified waste haulers.

Health and Safety Measures

Potential health and safety impacts associated with excavation and construction would be minimized by legally required safety and hazardous waste handling and transportation precautions. For hazardous waste workers, federal Occupational Safety and Health Administration regulations mandate an initial training course and subsequent annual training review. Site specific training may also be required for some workers. Implementation of the Site Health and Safety Plan and compliance with applicable federal, state, regional and local regulations would minimize impacts to public health and the environment. In protecting workers, who would be closest to potential contamination sources, the health and safety measures would also serve to protect others who live, work, or visit the area during the temporary construction period.

Additional Investigation

Following demolition of the existing structures and pavement on the site, additional subsurface characterization and investigation would be required during excavation and earth moving activities at the project site to confirm soil quality for disposal purposes and to determine if underground structures requiring disposal, including storage tanks, are present (see Mitigation Measures, pp. 104 - 105).

It is not known whether or not there are underground storage tanks still present at the project site, particularly on Lot 2 (the existing parking lot and former service station) but also on the other lots where there were former auto repair facilities (456 and 460 McAllister). On Lot 2, there were four underground tanks known to have been used for storage of fuel and waste oil, but their size and location have not been confirmed, nor has removal of any or all of the tanks been confirmed. A geophysical survey of Lot 2 using ground penetrating radar was conducted as part of the preliminary site assessment and indicated that there is evidence that underground tank(s) may be present.

If previously unidentified underground storage tank(s) were encountered during excavation, the tank(s) could pose a health and safety hazard, including potential explosion hazard if flammable liquids or explosive vapors were present in the tank(s). The Department of Public Health would be notified upon discovery of an underground storage tank(s), and the tank(s) and any associated piping would be removed in accordance with underground storage tank removal regulations of the City and County of San Francisco.[11] Compliance with the underground storage tank removal

regulations would minimize any health and safety impact to site workers and the public. If necessary, cleanup of any material released from a tank would be required pursuant to Title 23 of the *California Code of Regulations* and the City's Hazardous Materials Ordinance, under the supervision of the Department of Public Health. These regulations require testing the soils for contamination.

There are also underground hydraulic lifts or elevators known to be present on Lot 2 (the parking lot) and Lot 3 (450 McAllister). These lifts are a potential source of hydraulic oil, which may include PCB-containing materials. During construction of the proposed project, these hydraulic lifts would be removed in accordance with the same regulations applicable to underground storage tanks.

During construction, additional investigations may also be required for soil and/or groundwater not tested to date, if contamination is apparent. Areas for potential additional investigations include soil in the vicinity of existing basement sumps where TRPH and TPH as motor oil was identified, earthquake fill not yet tested, and areas where the former service station and former automobile repair facilities were located.

LONG TERM IMPACTS

Over the long term, the project would improve public health and the environment by remediation of hazardous wastes currently present on the site. The construction of the proposed project would expedite the remediation process, which would prevent the public, including future users of the proposed Courts Building, from encountering hazardous wastes in the future. Removal of soil containing chemicals and disposal off-site, if determined to be necessary, would result in a less contaminated site and also eliminate a potential local source of chemicals that could enter the groundwater.

NOTES - Hazards

[1] Hazardous materials are substances with certain chemical and physical properties that could pose a substantial present or future hazard to human health or the environment when improperly handled, stored, disposed or otherwise managed. A substance is hazardous if it exhibits characteristics of ignitability, corrosivity, reactivity, or toxicity (*California Code of Regulations*, Title 22, Section 66261.20). The term "hazardous materials" is a broad term that includes waste products, substances, and usable products. In general, discarded or inherently waste-like hazardous materials are referred to as hazardous wastes. The term "hazardous substances" is sometimes used interchangeably with "hazardous materials" but is commonly

associated with federal regulations, which use that term, and in that connotation excludes petroleum products.

2 SCA Environmental, Inc., Survey for Asbestos-Containing Materials, 450 McAllister Street, San Francisco, letter to Dave Rizzolo, Asbestos Program Manager, San Francisco Department of Public Health, June 17, 1993. This report summarizes the findings of three surveys of all three buildings on the project site. The report is on file at the Department of City Planning, 450 McAllister Street, San Francisco.

3 Treadwell & Rollo, Inc., *Preliminary Environmental Site Assessment, Superior Courthouse, San Francisco, California.* Prepared for the City and County of San Francisco. December 9, 1993. The report is on file at the Department of City Planning, 450 McAllister Street, San Francisco.

4 Ordons, James, Project Manager and Certified Engineering Geologist, Treadwell & Rollo, telephone conversation, September 13, 1993.

5 *Op. cit.,* Treadwell & Rollo, 1993, p. 8.

6 All California landfills have been divided by regulatory authority into the categories of Class I, Class II and Class III facilities. Only Class I facilities can accept hazardous wastes, although the contaminant concentrations must be less than the federal land disposal restriction treatment standards (land ban). Class II and III facilities can accept non-hazardous wastes that meet acceptance criteria determined by the state, within broad guidelines for each landfill. Each landfill also has individual acceptance criteria.

7 Metals concentrations are sometimes expressed as parts per million (ppm), an expression that is essentially equivalent to the more precise units of mg/Kg and mg/L as specified in Title 22 for TTLC and STLC, respectively.

8 *Op. cit.,* Treadwell & Rollo, 1993, pp. 17-18.

9 *Op. cit.*, Treadwell & Rollo, 1993, pp. 25-26.

10 Pam Hollis, Senior Health Inspector, San Francisco Department of Public Health, telephone communication, November 30, 1993.

11 City and County of San Francisco, 1992. San Francisco Municipal Code, Chapter 5, Article 21, Hazardous Materials Ordinance.

F. GROWTH INDUCEMENT

With construction of the New Courts Building, the project would further the physical completion of the San Francisco Civic Center in a manner similar to that envisioned in the 1912 Civic Center Plan. The proposed project would complete one of the so-called Four Corners, diagonally framing Civic Center Plaza like the Department of Public Health Building at Polk and Grove Streets. The new Courts Building would be compatible with existing land uses in the Civic Center, including large-scale government and other civic facilities and services. The project

itself would not be expected to generate substantial further increases in government and related activities. Because the project would relocate an existing use across the street and could result in backfill of some space vacated in City Hall with employees already in the greater Civic Center area, it would not be expected to generate noticeable additional demand for retail and service uses such as restaurants and bookstores, which already exist in the area. Expansion of government and related services, including a planned new federal office building at 10th and Market Streets and proposed net addition of square footage to the state office building at 455 Golden Gate Avenue (through demolition and reconstruction), are currently in the planning stages, as is proposed development on the Hastings College of Law "Westblock." These other developments, which would include redevelopment of existing parcels, in conjunction with possible future redevelopment in the Civic Center area, could increase the intensity of government and related uses in the area. These developments, which are in the preliminary planning stages, will undergo environmental review as applicable under CEQA and/or NEPA.

Net new employment in the Civic Center as a result of the project would total about 16 jobs that would be relocated from the Juvenile Court Dependency section of the Youth Guidance Center at 375 Woodside Avenue. The project essentially would relocate Courts uses from City Hall across McAllister Street to the project site. Most employees and visitors to the proposed Courts Building would be those persons currently traveling to and from the Civil Division of the San Francisco Superior and Municipal Courts at City Hall (and at leased space at 575 Polk Street, about one block away). City employees currently working in buildings on the site will move to new City office space at 1660 Mission Street, a vacant building, near South Van Ness Avenue, about five blocks south of the project site (in the greater Civic Center area) in 1994.[1] This relocation is independent of the proposed project.

Employment at the courts would not be expected to change as a result of the relocation. The number of jury trials and, therefore, the number of courts visitors, would not be affected by the change in location. Rather, as noted in the Initial Study (Appendix A, pp. A.16 - A.17), court-related activity is a function of caseload and factors other than building size. Caseload and other courts activity would not increase or decrease in relation to the size of the new Courts Building, or in relation to whether or not a new courthouse is constructed. Therefore, the project would not result in new housing demand in San Francisco and the Bay Area. Over the long term (2010), employment at the courts is expected to increase by about 14 percent, or about one percent per year, from about 400 persons at present to about 455 persons in 2010.[2] Based on trends over approximately the past 20 years, the Civil Courts caseload is not anticipated to increase substantially, and the increases that would occur would be dependent on factors such as

those discussed above.[3] Such increases as would occur would be independent of the size of the Courts Building, and are accounted for in the cumulative employment forecasts made for downtown San Francisco.[4]

With completion of seismic retrofitting of City Hall (a separate project), and reoccupancy of the former Courts space at City Hall by other City offices currently in leased space, the number of City employees in the Civic Center area would be similar to existing conditions. Reoccupancy of City-leased space by other tenants could result in some increase in overall Civic Center employment, but the amount of space to be vacated is uncertain and the effect is not known at this time. Thus, long-term growth could increase demand for additional small-scale retail and service establishments, such as restaurants, bookstores and gift shops, which currently exist in Civic Center. The extent that any net new employment in the Civic Center area would occur, and the amount of such employment that would be net new employment in San Francisco, would depend on the future, unknown uses of space to be vacated by City offices that would relocate in the future. Long-term employment growth in San Francisco would result in increased housing demand, although not on a one-for-one (jobs-for-dwelling-unit) basis, as some new jobs would be held by persons who already live in San Francisco and some by persons who would live elsewhere. This overall job growth and the housing demand, transportation impacts and other effects are more fully explained in the *Mission Bay EIR*, especially Sections VI.B, VI.C, and VI.E. The indirect job growth that might occur from indirect space becoming available in the new Courts Building cannot be accurately quantified in relation to overall downtown growth estimates.

The project would be built in a developed urban area, and no expansion of the municipal infrastructure not already under consideration would be required to accommodate the project.

NOTES - Growth Inducement

1 Effects of the 1660 Mission Street building (Van Ness Gateway Center), completed but never fully occupied, were analyzed in an environmental impact report prepared for that project (Case No. 84.448E, Final EIR certified April 17, 1986), which is available for review at the Department of City Planning, 450 McAllister Street, San Francisco, CA.

2 Ross, Michael, Principal, Ross-Drulis Architects and Planners, telephone conversation, August 27, 1993.

3 Carlson, Alan, Chief Executive Officer, San Francisco Superior and Municipal Courts, memorandum, September 13, 1993; and record of case filings, fiscal years 1975-76 through 1992-93.

[4] Forecasts are contained in the *Mission Bay EIR* (Case No. 86.505E, Final EIR certified August 23, 1990), the *South of Market Plan EIR* (Case No. 85.463E, Final EIR certified December 7, 1989), and the *Downtown Plan EIR* (Case No. EE81.3, Final EIR certified October 18, 1984). These reports are on file at the Department of City Planning, 450 McAllister Street, San Francisco.

V. MITIGATION MEASURES PROPOSED TO MINIMIZE POTENTIAL ADVERSE IMPACTS OF THE PROJECT

In the course of project planning and design, measures have been identified that would reduce or eliminate potential environmental impacts of the proposed project. Some of these measures have been, or would be, voluntarily adopted by the project sponsors or project architects and contractors and thus are proposed; and some are under consideration . Implementation of some may be the responsibility of other agencies. Measures under consideration may be required by the City Planning Commission as conditions of project approval, if the project were to be approved. Each mitigation measure and its status is discussed below.

There are several items required by law that would serve to mitigate impacts; they are summarized here for informational purposes, and may appear below. These measures include: no use of mirrored glass on the building to reduce glare, as per City Planning Commission Resolution 9212; limitation of construction-related noise levels, pursuant to the San Francisco Noise Ordinance (Article 29 of the San Francisco Police Code, 1972); implementation of geotechnical assessment and recommendations; and observance of state and federal OSHA safety requirements related to handling and disposal of hazardous materials.

Measures which are not required by legislation but which would also serve to mitigate environmental impacts appear below. Mitigation measures preceded by an asterisk (*) are from the Initial Study (see Appendix A, p. A.47 - A.49).

CULTURAL RESOURCES

MEASURES PROPOSED AS PART OF THE PROJECT

*• The sponsor would retain the services of an archaeologist.

Given the archival history of the project site, an historical archaeologist would be present during site excavation and would record observations in a permanent log. The ERO would also require cooperation of the project sponsors in assisting such further investigations on site as may be appropriate prior to or during project excavation, even if this results in a delay in excavation activities.

Should archaeological resources be found following commencement of excavation activities, the archaeologist would assess the significance of the find, and immediately

report to the ERO and the President of the LPAB. Excavation or construction activities which might damage the discovered cultural resources would be suspended for a maximum of four weeks (cumulatively for all instances where the ERO has required a delay in excavation or construction) to permit inspection, recommendation and retrieval, if appropriate. Upon receiving the advice of the consultants and the LPAB, the ERO would recommend specific action to protect the resources, if necessary.

Following site clearance, an appropriate security program would be implemented to prevent looting. Any discovered cultural artifacts assessed as significant by the archaeologist upon concurrence by the ERO and the President of the LPAB would be placed in an appropriate repository as determined by the ERO. Copies of the reports prepared according to these mitigation measures would be sent to the California Archaeological Site Survey Office at Sonoma State University along with three copies to the ERO.

TRANSPORTATION

MEASURES PROPOSED AS PART OF THE PROJECT

- In order to provide for pedestrian safety during the project construction period, the project sponsor would require the general contractor to ensure that covered four-foot pedestrian walkways be maintained along the McAllister Street and Polk Street frontages during the construction period, where construction would pre-empt sidewalk space, and that pedestrian traffic would be prohibited or there would be signs diverting pedestrian traffic from Redwood Street if needed.

- During the construction period, construction truck movement would be permitted only between 9:00 a.m. and 3:30 p.m. to minimize peak-hour traffic (including transit) conflicts. The project sponsor and construction contractor(s) would meet with the Traffic Engineering Division of the Department of Parking and Traffic, the Fire Department, MUNI, Golden Gate Transit, SamTrans, and the Department of City Planning to determine feasible traffic mitigation measures to reduce traffic congestion, including transit disruption (for example, potential relocation of bus stops and preferred vanpool parking), and pedestrian circulation impacts during construction of this project and other nearby projects that are planned for construction or which later become known. Such potential development includes, but is not limited to, the State Office Buildings at 350 McAllister Street/455 Golden Gate Avenue. To minimize cumulative traffic impacts due to lane closures during construction, the project sponsor would ensure that the construction contractor coordinate with construction contractor(s) for any concurrent nearby projects that are planned for construction or become known.

- The project sponsor would, in consultation with the Municipal Railway, install eyebolts or make provisions for direct attachment of eyebolts for MUNI trolley wires on the proposed building wherever necessary or agree to waive the right to refuse the attachment of eyebolts to the proposed buildings if such attachment is done at City expense.

- While subsurface sidewalk vaults are discouraged, if vaults are included in the project, or because the basement would extend beneath street rights-of-way, the project sponsor would design subsurface vaults to allow for possible future widening of adjacent streets. Vault design would be of sufficient strength to carry maximum vehicular live and dynamic loads. Design of the vault area to accommodate street trees would also be made, subject to Department of Public Works approval. In addition, should vaults exist or be installed as part of the project, the project sponsor would accommodate and pay for the installation of all subsurface footings, supports and foundations as may be required for future public improvements such as street lights, street trees, trolley wire poles, signs, benches, transit shelters, etc. within project vault areas. Placement of such improvements is entirely within the discretion of the City.

MEASURES UNDER CONSIDERATION BY THE PROJECT SPONSOR

- The ramp or vehicle elevator leading to the project parking area could include warning device(s) (lighted signs and noise-emitting devices) to alert pedestrians to vehicles exiting the structure, and to alert exiting drivers to pedestrians.

- Lighted and audible indicators could be installed inside the project parking area to alert other drivers and employees to the presence of vehicles using the ramp or elevator.

MEASURES THAT COULD BE IMPLEMENTED BY OTHER AGENCIES

- The City could act upon or endorse the implementation of transportation mitigations described in the *Mission Bay EIR* Vol. II, Section VI.E, Mitigation, pp. VI.E.214-VI.E.217 for the year 2000 and VI.E.224-VI.E.231 for 2020, and in the *South of Market EIR*, pp. 189-194. The measures for the year 2000 include: constructing and maintaining rail rapid transit lines from downtown San Francisco to suburban corridors and major non-downtown centers in San Francisco; increasing funding for Vehicle Acquisition Plans for San Francisco and regional transit agencies to expand existing non-rail transit service; providing exclusive transit lanes on City streets and on freeways; reducing incentives to drive by discouraging long-term parking; encouraging carpools, vanpools, and bicycle use; improving pedestrian circulation within downtown San Francisco; and providing transportation brokerage services. The *Mission Bay EIR* describes various types of measures to illustrate the magnitude of improvements needed to mitigate the impacts of regional growth in 2020.

  Some of the implementing actions would require approval by decision-makers outside the City and County of San Francisco; many of the measures would require action by City agencies other than the City Planning Commission, such as the San Francisco Public Utilities Commission and/or Board of Supervisors. All except such things as providing transportation brokers would require funding from or approval by MTC. These measures are system-wide measures that must be implemented by public agencies. Other than project-specific measures such as the relevant transportation mitigation measures described above as part of the project or such measures as the Transit Impact Development Fee assessment required by San Francisco ordinance 224-81 (not applicable to the project) which contribute indirectly to implementation of these system-wide measures, it is not appropriate to impose mitigation at system-wide levels on individual projects.

- Work schedules of Pacific Gas and Electric Company and other utilities requiring trenching could be coordinated, so that street disruption would take place during weekends and off-peak hours. This should be done through the San Francisco Committee for Utility Liaison on Construction and Other Projects (CULCOP). In-street utilities should be installed at the same time as the street is opened for construction of the project to minimize street disruption.

HAZARDS

MEASURES PROPOSED AS PART OF THE PROJECT

- The project sponsor would ensure that a building survey were conducted (possibly as part of the asbestos survey) to identify polychlorinated biphenyl (PCB)-containing electrical or hydraulic equipment, lead-based paint, fluorescent lights potentially containing mercury vapors, and other potentially hazardous building materials. If necessary to protect public health, construction workers, or the environment, removal and abatement of identified hazardous building materials or other hazardous substances would be conducted prior to demolition of existing structures, as required by the Bay Area Air Quality Management District, the California Occupational Safety and Health Administration, and federal, state and local laws, including Titles 22 and 23 of the *California Code of Regulations* (hazardous materials and water quality) and the City's Hazardous Materials Ordinance.

- In the event that soils or groundwater affected by chemicals are removed from the project site, the project sponsor would ensure that a Hazardous Materials Management Plan is prepared and implemented for planned hazardous materials handling, removal and disposal activities. The Hazardous Materials Management Plan would include a description of any additional sampling that would be performed for further site characterization, planned hazardous materials handling methods, removal and disposal procedures. The Hazardous Materials Management Plan would require that all hazardous materials handling, removal and disposal be undertaken in accordance with applicable federal, state and local hazardous materials laws and regulations.

- If dewatering were required for construction, the project sponsor would ensure that the Hazardous Materials Management Plan would include procedures for analyzing groundwater for chemicals, including sampling in the vicinity of the former waste oil tank in accordance with the City's Industrial Waste Ordinance to determine if groundwater may be discharged to the sewer system. Disposal of groundwater from dewatering activities would be conducted in accordance with the City's Industrial Waste Ordinance (Public Works Code, Article 4.1). The Regional Water Quality Control Board would be notified if water quality impacts are identified, in accordance with applicable regulations.

- In the event that soils affected by chemicals are to be left in place on the project site, the project sponsor would carry out any studies and remediation directed by the California Department of Toxic Substances Control or the Regional Water Quality Control Board.

- During the initial stages of excavation, the potential presence of underground storage tanks (USTs) would be evaluated by uncovering areas where the USTs are suspected. Any USTs identified there or elsewhere on the site would be remediated and any hazardous materials released from the USTs would be removed in accordance with the requirements of Article 21 of the San Francisco Health Code (the San Francisco tank removal ordinance) and Title 23 of the *California Code of Regulations*.

- The project sponsor would work with Chevron to ensure that soil and groundwater quality affected by petroleum hydrocarbon releases at the former service station site are investigated and remediated in accordance with applicable regulations. If water quality impacts are identified, reports (including, for example, sample locations, chain of custody forms, and laboratory analysis reports) would be sent to the Department of Public Health, and the Regional Water Quality Control Board would be notified.

- The project sponsor would ensure that dust control measures are included in the mitigation measures for air quality to minimize the potential public health impact associated with visible dust emissions and air quality pollutants. The project sponsor would ensure that a dust control program is implemented to minimize potential public health impacts associated with exposure to chemical-laden dust. This would include regular watering of exposed soil (using non-potable water as required by Ordinance 175-91) and covering the stockpiles and trucks carrying spoil materials. (See also Mitigation Measure under Construction Air Quality.)

- The project sponsor would ensure that from the time that ground surfaces are exposed until the time that all remedial activities have been completed, a fence is erected around the area where chemicals have been identified in the soil and site access is restricted to necessary personnel. Warning signs prohibiting access by the general public onto the project site would be posted at all construction access points. Access would be limited to authorized personnel only.

- The project sponsor would ensure that the construction contractor provides and implements a Health and Safety Plan prepared by a certified industrial hygienist to the City, to meet all applicable federal, state, and local environmental and worker safety laws. The Plan would establish policies and procedures to protect workers and the public from potential hazards posed by hazardous materials at the project site, and it would be prepared according to federal and California OSHA regulations for hazardous waste health and safety plans. The Site Health and Safety Plan would include items such as the following, as applicable to site conditions: identification of contaminants, potential hazards, material handling procedures, dust suppression measures, personal protection clothing and devices, controlled access to the site, health and safety training requirements, monitoring equipment used during construction to verify health and safety of workers and the public, measures to protect public health and safety, and emergency response procedures.

*• In order to reduce potential injury to building occupants during an earthquake or other catastrophic emergency, an evacuation and emergency response plan would be developed by the project sponsor or building management staff, in consultation with the Mayor's Office of Emergency Services to ensure coordination between the City's emergency planning activities and the project's plan and to provide for building occupants in the event of an emergency. The project plan would be reviewed by the Office of Emergency

Services and implemented by building management insofar as feasible before issuance by the Department of Public Works of final building permits.

*• To expedite implementation of the City's emergency response plan, the project sponsor would prominently post information for building occupants concerning what to do in the event of a disaster.

CONSTRUCTION AIR QUALITY

MEASURES PROPOSED AS PART OF THE PROJECT

*• The project sponsor would require the contractor(s) to sprinkle the site with water during demolition, excavation and construction activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soil, sand or other such material; and sweep surrounding streets during demolition, excavation and construction at least once per day to reduce particulate emissions.

Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor would require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose. The project sponsor would require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as a prohibition on idling of motors when equipment is not in use or when trucks are waiting in queues, and implementation of specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

GEOLOGY

MEASURES PROPOSED AS PART OF THE PROJECT

*• One or more geotechnical investigations by a California-licensed geotechnical engineer are included as part of the project. The project sponsor and contractor would follow the recommendations of the final geotechnical report(s) regarding any excavation and construction for the project.

• Any groundwater encountered during construction of the proposed project would be subject to requirements of the City's Industrial Waste Ordinance (Ordinance Number 199-77), requiring that groundwater meet specified water quality standards before it may be discharged into the sewer system. The Bureau of Environmental Regulation and Management of the Department of Public Works must be notified of projects necessitating dewatering. That office may require water analysis before discharge.

*• Should dewatering be necessary, the final soils report would address the potential settlement and subsidence impacts of this dewatering. Based upon this discussion, the

soils report would contain a determination as to whether or not a lateral movement and settlement survey should be done to monitor any movement or settlement of surrounding buildings and adjacent streets. If a monitoring survey is recommended, the Department of Public Works would require that a Special Inspector (as defined in Article 3 of the Building Code) be retained by the project sponsor to perform this monitoring. Groundwater observation wells would be installed to monitor the level of the water table and other instruments would be used to monitor potential settlement and subsidence. If, in the judgment of the Special Inspector, unacceptable movement were to occur during construction, groundwater recharge would be used to halt this settlement. The project sponsor would delay construction if necessary. Costs for the survey and any necessary repairs to service lines under the street would be borne by the project sponsor.

*• Should dewatering be necessary, the project sponsor and contractor(s) would follow the geotechnical engineers' recommendations regarding dewatering to avoid settlement of adjacent streets, utilities and buildings that could potentially occur as a result of dewatering. If dewatering is necessary, monitoring wells would be installed as required around the outside of the excavation to monitor the water level throughout the construction period. Recharge of groundwater could be performed if a substantial drop in water levels took place outside of the excavation.

*• If dewatering were necessary, groundwater pumped from the site would be retained in a holding tank to allow suspended particles to settle, if this were found necessary by the Bureau of Environmental Regulation and Management of the Department of Public Works, to reduce the amount of sediment entering the storm drain / sewer lines.

*• The project sponsor would require the general contractor to install and maintain sediment traps in local stormwater intakes during the construction period to reduce the amount of sediment entering the storm drain / sewer lines, if this is found necessary by the Bureau of Environmental Regulation and Management of the Department of Public Works.

*• The project sponsor and contractor(s) would follow the geotechnical engineers' recommendations regarding installation of settlement markers around the perimeter of shoring to monitor any ground movements outside of the shoring itself. Shoring systems would be modified as necessary in the event that substantial movements were detected.

WATER QUALITY

MEASURE PROPOSED AS PART OF THE PROJECT

*• See the fifth and sixth measures under Geology, above, for mitigation proposed to prevent sediment from entering storm sewers.

VI. SIGNIFICANT ENVIRONMENTAL EFFECTS THAT CANNOT BE AVOIDED IF THE PROPOSED PROJECT IS IMPLEMENTED

In accordance with Section 21067 of the California Environmental Quality Act (CEQA), and with Section 15040, 15081 and 15082 of the State CEQA Guidelines, the purpose of this chapter is to identify impacts that could not be eliminated or reduced to an insignificant level by mitigation measures included as part of the proposed project, or by other mitigation measures that could be implemented, as described in Chapter V. Mitigation Measures, pp. 101 - 107.

The findings of significant impacts are subject to final determination by the City Planning Commission as part of its certification process for the EIR. This chapter in the Final EIR will be revised, if necessary, to reflect the City Planning Commission's findings.

No significant project-specific or cumulative impacts have been identified.

While no significant project-specific impacts have been identified in the EIR, the decision makers could determine that demolition of the City Hall Annex, 450 McAllister Street, would cause a significant impact on architectural resources. As discussed in the impacts chapter, Chapter IV.A, Architectural and Historic Resources, pp. 62 - 63, reasonable people may differ as to the architectural merit of this building and, therefore, the significance of its demolition and replacement.

The project would be constructed to meet the current seismic engineering standards of the San Francisco Building Code, which is designed to allow for some structural damage to buildings, but not collapse, during a major earthquake. (See Mitigation Measures for the project's emergency response plan, pp. 105 - 106.) The Courts Building would replace three on-site buildings constructed prior to the enactment of these seismic standards. The new building would be more resistant to earthquake damage than are the existing buildings on the project site. Persons using the site after project construction would be relatively safer than those using the site in its present condition in the event of a major earthquake. The project would not result in a substantial change in population. Therefore, the project would not expose a substantially larger number of persons than at present to earthquake hazards in the project area.

However, the project would increase the daytime population on the site above existing conditions, that would be subject to substantial danger during a major earthquake. Such population also would contribute to congestion which, along with the debris in the streets, would impede the access of emergency services responding to fire and other earthquake-related emergencies.

VII. RELATIONSHIP BETWEEN SHORT-TERM USES OF THE ENVIRONMENT AND LONG-TERM PRODUCTIVITY

Development of the proposed project would increase the intensity of land use on the site. It would preclude development of other uses on the site. In particular, other development opportunities for the parking lot at Polk and McAllister Streets would be foreclosed. The proposed project, a Courts Building, would be consistent with the City's long-term goal of maintaining and reinforcing the Civic Center as the center of city, state, and federal government, as called for in the Civic Center Element of the Master Plan.

Encapsulation or removal of hazardous soils (and groundwater, if present), which would occur as part of the project, would enhance the long-term environmental safety of the project site.

VIII. SIGNIFICANT IRREVERSIBLE ENVIRONMENTAL CHANGES

The project would result in an intensification of land use on the project site, although not to an extent that would be considered incompatible with surrounding urban uses. Development on the site of the parking lot at Polk and McAllister Streets would permanently change that lot, although it may be argued that the parking use is a temporary one, the site having been the site of a gasoline station from approximately 1929 to at least 1977 and, before that, a fire station (on a portion of the site).

Construction and operation of the proposed project would result in the irreversible commitment of natural resources, including energy used in building construction and manufacture of building materials. Cumulative growth, including the project, would result in additional automobile trips in San Francisco and the Bay Area and would contribute to future cumulative air quality impacts. These impacts would not be considered significant adverse effects of the project because energy would not be used in a wasteful manner, nor would the project contribute directly to cumulative growth.

This chapter identifies alternatives to the proposed project, discusses environmental impacts associated with each alternative, and, where an alternative has been considered by the project sponsor in development of the project, gives the reasons the alternatives were rejected in favor of the project. Regardless of the sponsor's reasons for rejection, the City Planning Commission could disapprove the proposed project if the Commission believed that an alternative would be feasible and environmentally superior.

A. ALTERNATIVE A: NO PROJECT

DESCRIPTION

This alternative would entail no change to the site. No demolition of the existing structures or parking lot would occur, and the Courts Building would not be built. The Civil Division of the Municipal and Superior Courts would remain at City Hall, leased Courts space would be retained, as required under current conditions, and the Dependency Division of the Juvenile Courts would remain at Youth Guidance Center. The space occupied by the Courts at City Hall (32 courtrooms and hearing rooms) would be temporarily vacated for seismic renovation of City Hall, probably in 1997; the Courts would move to leased space. The Department of City Planning and Bureau of Building Inspection, now at 450 and 460 McAllister Street, are scheduled to move to 1660 Mission Street in 1994 independently of the project; these buildings would remain vacant for some period. With this alternative, other City offices currently in leased space would probably occupy the buildings at 450 and 460 McAllister Street. The Society of California Pioneers would remain at 456 McAllister Street. This alternative would not preclude redevelopment of all or part of the project site in the future, with larger or smaller development than the project.

IMPACTS

If this alternative were implemented, none of the impacts associated with the proposed project would occur. The environmental characteristics of this alternative would be generally as described in the Environmental Setting sections of this report (see Chapter IV, Environmental Setting, pp. 35 - 60, and Appendix A, the Initial Study, for a discussion of existing conditions).

Some operational inefficiency would result from use of separate, rather than consolidated, Courts facilities. Existing buildings would not be replaced with a seismically safer structure. There would be no effects on urban design or architectural resources, including historic districts, as no demolition or construction would occur. This alternative therefore would not affect architectural resources by the demolition of City Hall Annex at 450 McAllister Street, a building not identified as contributory to the National Register Historic District, rated "C" by Heritage, and identified in the Landmarks Preservation Advisory Board case report as contributory to the proposed local Civic Center Historic District, as would the proposed project (see Chapter IV.A, Architectural Resources, pp. 61 - 64). This alternative would not preclude demolition of 450 McAllister Street by the City for other purposes. Traffic and parking would not be affected; future traffic conditions in the Civic Center area would reflect the impacts of cumulative development, minus the project. During the City Hall construction period, relocation of the Courts could result in a temporary shift in Courts-related traffic impacts, depending on the relocation site. One location under consideration by the Courts for this temporary relocation is space at the University of California, San Francisco (UCSF) Laurel Heights facility. That space was recently used for interim relocation by Caltrans. It is expected that should the Civil Courts lease this facility, impacts would be similar to those of Caltrans. Such relocation would be temporary. (UCSF is offering a temporary lease only, and the Courts construction budget allows for temporary improvements.) The Courts would relocate back to City Hall in this alternative. In any case, Court practice, City policy and planning provide that the Courts be located in the City government center.

In the No Project alternative, transportation systems including transit would not be affected as they would during construction with the project. No new shadow would be cast by the project. Existing potential hazards such as asbestos in buildings on the site would remain or be remediated separately from the project. Project excavation would not occur. There would be no demolition- or construction-related worker exposure to, or disposal of, hazardous materials, or potential exposure for other persons, nor would there be any remediation of contaminated soil (or groundwater if applicable). Other impacts discussed in the Initial Study, including construction noise and construction air quality effects, wind, increased demand for public services and energy, removal of trees, potential effects on subsurface cultural resources, or effects related to soils and geology and hydrology, including dewatering, would not occur. The site would not be rezoned to P and 80-X to allow for 80-foot development, as it would be for the project.

B. ALTERNATIVE B: ALTERNATIVE SITE

DESCRIPTION

This alternative would involve construction of a new Courts Building to accommodate the 240,000-sq.-ft. program at an alternative location in the Civic Center area. For purposes of this analysis, the off-site alternative considered would be a site on the northern portion of the block bounded by McAllister Street, Larkin Street, Golden Gate Avenue, and Hyde Street, owned by Hastings College of the Law. The Hastings College administration has formally proposed this site, at the corner of Golden Gate and Larkin, to the project sponsor.[1] The westerly portion of the approximately 38,000-sq.-ft. Hastings parcel is currently used for an approximately 140-space (with valet) parking lot, while the remainder of the site is vacant. As there are no structures on the alternative site (demolition having previously occurred), demolition would be limited to a former building basement that forms the surface of the parking lot, and no buildings would be demolished.

The project under this alternative would be an approximately 120-foot tall structure that would include ground-floor retail space. It would occupy the entire Golden Gate Avenue frontage between Larkin Street and the existing Hastings Library / Administration building at the corner of Golden Gate and Hyde with the exception of a walkway proposed between the new and existing buildings. The Courts Building would be set back from the rear property line to avoid blocking light from reaching the rear of existing apartment buildings on the McAllister Street frontage of the block.

The alternative site is in an RC-4 (Residential Commercial Combined, High Density) Use District and an 80-T Height and Bulk District. It is within the North of Market Residential Special Use District. The Courts Building would be a permitted use in the RC-4 District and the North of Market Residential Special Use District. This alternative would require rezoning to construct a 120-foot structure in an existing 80-T Height and Bulk District.[2] This alternative would require a parking Variance, as would the project. A loading Variance also could be required, as with the project, depending on the size and number of loading spaces provided.[3]

IMPACTS

No above-grade structures would be demolished with this alternative. This alternative therefore would not affect architectural resources by the demolition of City Hall Annex at 450 McAllister

Street, a building not identified as contributory to the National Register Historic District, rated "C" by Heritage, and identified in the Landmarks Preservation Advisory Board case report as contributory to the proposed local Civic Center Historic District, as would the proposed project (see Chapter IV.A, Architectural Resources, pp. 61 - 64). (This alternative would not preclude demolition of 450 McAllister Street by the City for other purposes.) Transportation effects would be similar to those of the project (*i.e.,* no noticeable increase in travel or parking demand); this alternative would result in shifting courts-related trips from a location across from the northwest corner of Civic Center Plaza to a location about one block north of the northeast corner of the plaza. Intersections in the immediate vicinity of this alternative, including Golden Gate Avenue and Larkin Street, could be subject to increased traffic, but the increase would not be expected to be perceptible. Loading activity would be similarly shifted, compared to the project. Future traffic conditions in the Civic Center area would include the impacts of cumulative development, with the Courts Building at the alternative site (see Chapter IV.D, Transportation, pp. 75 - 84) but still within the Civic Center. Employment at the alternative site would be comparable to that of the proposed project; population impacts would be the same.

As with the proposed project, the Courts Building at this site would not increase shadow on Civic Center Plaza during the times analyzed for the project (*i.e.,* 10:00 a.m., noon and 3:00 p.m. in December, March, June and September). This alternative could add new shadow at those times to the open space at the south frontage of the Phillip Burton Federal Building at 450 Golden Gate Avenue, one block west of the Hastings site. It would not add new shadow at those times to the existing plaza in front of the Hastings College building at 198 McAllister Street at Hyde Street. The Courts Building at the alternative site would not add shadow to Civic Center Plaza between one hour after sunrise and one hour before sunset (the hours during which the Sunlight Ordinance shadow limits apply), as would the proposed project. This alternative, at 120 feet, would be about 40 feet taller than the proposed project and would result in greater shadow effects on surrounding streets and sidewalks than would the project (see Chapter IV.C, Shadow, pp. 66 - 75). Wind effects may be greater than those of the project because of the taller structure. Wind effects would be strongly influenced by the presence of the existing Phillip Burton Federal Building west of the alternative site.

Effects related to excavation and construction would be dependent on the nature of site-specific geology and soil and/or groundwater contamination, if any. Testing at the alternative site would be required to make that determination. Geotechnical testing also would be required to determine the suitability of the soils to support this alternative, and to determine the depth to groundwater, which would affect the need for dewatering, if any, as well as the type of

foundation. Piles would probably be required, compared to the project, which would not include pile driving. This alternative would not replace existing buildings at the project site that do not meet current seismic safety standards. Construction-related noise and air quality impacts would be similar to those of the project, since the type and duration of construction would be expected to be similar; construction noise impacts would be greater if a pile-supported foundation were chosen. Nearby land uses that would be considered sensitive receptors for construction-related noise and air quality effects would include apartment buildings on the McAllister Street and Larkin Street frontages of this block (south of this site) and north of Golden Gate Avenue, more residential uses than exist in the immediate vicinity of the project site. Construction noise and air quality also could affect students and faculty at Hastings College of the Law; the college's library and some classrooms are located in a building at the east end of this alternative site block.

This alternative would construct a building for the Civil Courts within the Civic Center area, farther from City Hall than the proposed project. It would be east across Larkin Street from the existing State Office Buildings at 350 McAllister Street (currently closed due to earthquake damage) and 455 Golden Gate Avenue and the Phillip Burton Federal Building. Effects on public services and energy would be similar to those of the project. Effects on potential subsurface cultural resources would depend on site-specific conditions and the type of foundation chosen; archival research would be required. Some shrubs would be removed from the rear of the vacant portion of the site. No trees, including a large tree north of one of the existing apartment buildings on the McAllister Street side of this block, would be expected to be removed with this alternative.

C. ALTERNATIVE C: NO EXCEPTIONS TO THE PLANNING CODE

DESCRIPTION

This alternative would be construction of a new Courts Building on the project site, within the existing Height and Bulk District and existing Use Districts, and would include neither the proposed rezoning of Height and Bulk District from 70-X to 80-X for the entire site, nor the proposed rezoning of Use District from C-2 (Community Business) to P (Public) on the western one-fourth of the site. This alternative would not include a parking Variance to allow for construction of the Courts Building with fewer than the City Planning Code-required number of parking spaces. A total of about 500 parking spaces in eight subsurface levels would be included in this alternative. It would not include a loading Variance for loading spaces smaller than

required by the City Planning Code. Two loading spaces of Code-required dimensions would be included, probably on Redwood Street.

This alternative would be 70 feet in height, compared to 80 feet with the project, and would include a total of about 214,000 sq. ft. of courts-related space (excluding parking), about six percent less than the proposed project, because the building would comply with the City Planning Code floor area ratio (FAR) of 4.8:1 on that portion of the project site within the C-2 zoning district.[4] The overall FAR would be about 6.3:1, compared to about 6.9:1 with the project. In the P Use District portion of the site, the building would contain six stories, as would the project; the lower height would result in lower floor-to-ceiling heights and the same number of stories. In the C-2 Use District, the building would be fewer stories and/or incorporate setback(s) to meet the FAR. The smaller building would accommodate a somewhat reduced building program compared to that of the proposed project. For purposes of this analysis, it is assumed that the approximately 14,000-sq.-ft. difference between the proposed project and this alternative (both excluding parking) would result in reducing some support space, but not in fewer courtrooms.

IMPACTS

This alternative would result in a building 10 feet shorter than the proposed project; the building under this alternative would appear somewhat shorter than the building mass illustrated in Figure 9, p. 65. This alternative would be about 10 feet shorter than the cornice lines of City Hall and the State Building and about the same height as the Department of Public Health Building at Polk and Grove Streets.

A similar level of Courts-related activity would occur under this alternative as with the project, and the number of trips generated by this alternative would be similar. Localized traffic impacts would be greater than with the project, as this alternative would include 500 parking spaces, which could induce additional persons to drive to the site. Some parking-related traffic would shift from other locations in the greater Civic Center to the project site. Future traffic conditions in the Civic Center area would include the impacts of cumulative development, with this alternative (see Chapter IV.D, Transportation, pp. 84 - 97). More parking would be available in Civic Center and would reduce or eliminate the cumulative area parking shortfall. The additional parking would generate more localized traffic and could noticeably affect area intersections.

Other impacts of this alternative would be similar to those of the project. Effects on architectural resources would be similar, as would urban design effects, as the shorter building would not be expected to affect the building design substantially (see Chapter IV.A, Architectural Resources, pp. 61 - 64). Exterior proportions would change somewhat due to the shorter building. Shorter floor-to-ceiling heights compared to the project would result in courtroom spaces more similar to office space, and less ceremonial compared to the higher floor-to-ceiling heights for the project. As noted, setback(s) could be employed to achieve the required FAR reduction on the C-2 portion of the site. This alternative would result in demolition of the three buildings on the project site, including the City Hall Annex at 450 McAllister, not identified as contributory to the National Register Historic District, rated "C" by Heritage, and identified as contributory to the proposed local Civic Center Historic District in the Landmarks Preservation Advisory Board case report. During the late afternoon in late spring and early summer (during which the Sunlight Ordinance shadow limits apply), this alternative would be expected to add shadow to Civic Center Plaza, as would the proposed project; the amount of new shadow would be less due to the shorter building and, like the project, would be within the one percent total cumulative limit of new shadow permitted on Civic Center Plaza under City Planning Code Section 295. This alternative, 10 feet shorter than the proposed project, would result in lesser shadow effects on surrounding streets and sidewalks, compared to the project (see Chapter IV.C, Shadow, pp. 66 - 75). Hazards impacts related to demolition would be similar to those of the project, because all three buildings on-site would be demolished. Regarding potential subsurface hazards, the additional excavation that would be required could increase the amount of contaminated soils that would have to be removed and disposed of and the potential for contact with possibly contaminated groundwater, as well as associated remediation. (Soils excavated with this alternative would not be expected to be contaminated to the entire depth of excavation, as the layer of earthquake fill on the project site is to a depth of no more than about 15 feet.) (See Chapter IV.E, Hazards, pp. 84 - 97).

Of impacts discussed in the Initial Study, effects related to geology and hydrology would be substantially greater than with the project, due to the excavation for eight subsurface levels, seven more than with the project. Pile driving would be required for this alternative. Additional shoring of adjacent structures would be required. Groundwater would be encountered, and dewatering would be required. Groundwater testing could be required. This alternative would add about 23 months of construction time to the schedule, effectively doubling the 24-month project construction schedule. Construction noise would be greater because of pile driving; construction noise and construction air quality effects would occur over a longer period of time. Effects on potential subsurface cultural resources could be greater than with the project, due to

the increased excavation. Wind effects would not be expected to be substantially different than with the project for an alternative 10 feet shorter. Effects on public services and energy would be similar to those of the project. This alternative would result in removal of trees from the project site and, potentially, from the adjacent sidewalk, as would the project.

D. ALTERNATIVE D: PRESERVATION OF CITY HALL ANNEX (450 McAllister Street)

DESCRIPTION

This alternative would include construction of a new Courts Building on the project site but would differ from the project in that it would include retention of the City Hall Annex at 450 McAllister Street. City Hall Annex would be seismically strengthened and integrated into a new Courts Building, which would involve new construction on the site of the existing parking lot at Polk and McAllister Streets and on the site of the existing buildings at 456 and 460 McAllister Street; the latter two buildings would be demolished as with the project. Integration of City Hall Annex into the new Courts Building would require that openings be created in the east and west walls of the existing building to allow for movement throughout the combined structure.

For purposes of analysis, it is assumed that new construction with this alternative would be about 75 feet tall, the same height as the existing City Hall Annex and about five feet shorter than the proposed project. The reduced height would not in itself result in a building with less square footage: this alternative would be six stories, like the proposed project, but floor-to-ceiling heights would be somewhat less. It is assumed that no more than 25 parking spaces could be provided, because excavation beneath 450 McAllister Street would not be feasible.

With this alternative, courtrooms and hearing rooms would be accommodated in the new construction, while City Hall Annex would house administrative functions. (City Hall Annex would not be suitable for courtroom space because of the existing building configuration and floor plans.) With this design constraint, five courtrooms / hearing rooms could be accommodated on each of Floors 2 through 6, for a total of 25 courtrooms and hearing rooms, about 18 fewer than the approximately 43 proposed as part of the project.

Because floor levels between the newly constructed court floors and the existing City Hall Annex might not align, additional space could be required for secure, restricted and public circulation.

The project site would be rezoned to a P (Public) Use District and a 80-X Height and Bulk District with this alternative, as with the proposed project. This alternative would require a parking and loading Variance, as would the project.

IMPACTS

This alternative would preserve City Hall Annex at 450 McAllister Street. The building is not identified as contributory to the National Register Historic District. It was rated "C", of contextual importance, by Heritage and is identified in the Landmarks Preservation Advisory Board case report as contributory to the proposed local Civic Center Historic District. The building is of similar design and materials, and was constructed during the same time period as, notable Civic Center buildings (see Chapter IV.A, Architectural Resources, pp. 61 - 64). As noted above, openings would be made through the east and west walls of the building, but the facade and most of the structure would remain essentially unchanged with the exception of seismic strengthening and interior remodeling.

This alternative would provide 25 courtrooms and hearing rooms, fewer than the 32 that exist currently at City Hall, and about 18 fewer than the approximately 43 included in the project. This would result in the need to accommodate courtrooms elsewhere in the Civic Center. Juvenile Courts probably would not be relocated to the Civic Center from Youth Guidance Center. Some operational inefficiency would result from use of separate, rather than consolidated, Courts facilities. Traffic and parking impacts in Civic Center would be similar to those of the project, as a similar level of courts-related activity would occur in the Civic Center area as would occur with the project and existing conditions; traffic impacts could be more dispersed. Future traffic conditions in the Civic Center area would include the impacts of cumulative development, with this alternative (see Chapter IV.D, Transportation, pp. 75 - 84). During the late afternoon in late spring and early summer (during which the Sunlight Ordinance shadow limits apply), this alternative would be expected to add shadow to Civic Center Plaza, as would the proposed project; the amount of new shadow would be less (see Chapter IV.C, Shadow, pp. 66 - 75) and would also be within the one percent total cumulative limit of new shadow permitted on Civic Center Plaza under City Planning Code Section 295. This alternative, about five feet shorter than the proposed project, would result in less shadow impact on surrounding streets and sidewalks, compared to the project. Hazards impacts related to demolition and construction would be similar to those of the project, because excavation would be required to the same depth as for the proposed project in the parking lot at the corner of Polk

and McAllister Streets and beneath 456 and 460 McAllister Street, where soil contamination has occurred (see Chapter IV.E, Hazards, pp. 84 - 97).

Of impacts discussed in the Initial Study, construction noise and construction air quality effects would be similar to those of the project because, while there would be less demolition, construction activity would occur on the same site and could occur over a longer period of time due to the need to retrofit an existing structure. Effects related to geology and hydrology and potential subsurface cultural resources would be similar to those of the proposed project because excavation would occur to the same depth. Less excavation could be required because full excavation would not occur beneath City Hall Annex. Wind effects would not be expected to be substantially different than with the project. As noted, the existing City Hall Annex would require seismic retrofitting. Compared to the project, this alternative would result in a similarly increased demand for public services and energy. This alternative would result in removal of trees from the project site and, potentially, from the adjacent sidewalk, as would the project.

E. ALTERNATIVE E: PARKING ALTERNATIVES

This alternative includes two sub-alternatives: the project with no parking, and the project with a second subsurface parking level.

Alternative E.1: No Parking

DESCRIPTION

This alternative would be the proposed project with no parking, compared to between 25 and 50 spaces with the project. This alternative would include a full basement, like the project; the approximately 12,000 sq. ft. that in the project would be devoted to parking would, in this alternative, be divided between the court clerk, the sheriff, communications activity, and ancillary space (*e.g.*, food services, satellite law library). The functions and staffing of the building would be the same as with the project. This alternative would total about 240,000 sq. ft., the same as the project.

Because this alternative would not include parking, there would be no ramp and/or vehicle elevators, as there would be with the project. With this exception, the structure that would be built with this alternative would be the same as the project.

The project site would be rezoned to a P (Public) Use District and a 80-X Height and Bulk District with this alternative, as with the proposed project. This alternative would require a parking and loading Variance, as would the project.

IMPACTS

In general, project-related transportation effects would be similar (*i.e.*, no noticeable increase in travel or parking demand), as the same level of courts-related activity would occur in the building as under the project. Localized circulation impacts would be less because there would be no parking on the project site. There would be no new effects on traffic and transit from vehicles entering and leaving the on-site garage, as there would be with the project. This alternative would decrease the number of parking spaces on the site from about 65 to zero. Existing impacts of the 65-space parking lot would be eliminated. This would not be expected to have a noticeable effect on traffic or parking availability in the Civic Center area. Some drivers could park farther from their destinations or change their mode of travel. There could be an incremental shift away from single-occupancy vehicles as a result of the decreased parking availability. Future traffic conditions in the Civic Center area with this alternative would include the impacts of cumulative development, plus this alternative (see Chapter IV.D, Transportation, pp. 75 - 84).

Impacts on architectural resources and shadow would be the same as with the proposed project (see Chapter IV.A, Architectural Resources, pp. 61 - 64, and Chapter IV.C, Shadow, pp. 66 - 75). Hazards impacts related to demolition and construction, and potential subsurface cultural resources would be similar to those of the project, because excavation would be required to the same depth as for the proposed project (see Chapter IV.E, Hazards, pp. 84 - 97).

Other impacts discussed in the Initial Study, including on-site employment, construction noise, air quality (including wind), effects related to geology and seismicity and hydrology, increased demand for public services and energy, and removal of trees, would occur as with the proposed project.

Alternative E.2: Two Parking Levels

DESCRIPTION

This alternative would be the proposed project with the addition of a second subsurface (basement) level to provide additional secure parking spaces for judges, court staff and sheriff's vehicles. The total number of parking spaces with this alternative would be up to about 120 spaces, compared to between 25 and 50 spaces with the project. Like the proposed project, this alternative would provide non-public parking. Some spaces would be made available to Courts staff. Access to the two subsurface levels would be via a ramp or vehicle elevators, or a combination, from Polk, McAllister, or Redwood Streets, like the project.

This alternative would be constructed on a concrete mat foundation that would be thicker than the slab that could be used for the proposed project. (The project would use either a concrete mat or spread footings.) No pile driving would occur; neither would it occur with the project. Excavation would be to a depth of about 25 feet, compared to about 13 feet with the project. The construction period would be lengthened by approximately 15 weeks because of the need for additional excavation and a thicker concrete slab.[5]

The project site would be rezoned to a P (Public) Use District and a 80-X Height and Bulk District with this alternative, as with the proposed project. This alternative would require a parking and loading Variance, as would the project.

IMPACTS

This alternative would include construction of two subsurface levels, compared to one with the proposed project. The primary differences in impacts would be related to construction activities. Because this alternative would involve excavation up to about 25 feet in depth, dewatering would be required. Additional shoring of adjacent structures would be required. Groundwater testing could be required. The additional excavation that would be required could increase the amount of contaminated soils that would have to be removed and disposed of and the potential for contact with possibly contaminated groundwater, as well as associated remediation. (Soils excavated with this alternative would not be expected to be contaminated to the entire 25-foot depth, as the layer of earthquake fill on the project site is to a depth of no more than about 15 feet.) (See Chapter IV.E, Hazards, pp. 84 - 97.)

Effects related to geology and seismicity would be similar to the project, with the exception of the additional one level of excavation; the adjacent apartment / restaurant building would be supported with shoring during construction, as with the project. Effects on potential subsurface cultural resources could be greater than with the project, due to the additional excavation. Construction noise and air quality impacts would be similar to those of the project, but would be expected to last up to about 15 weeks longer.

Impacts on architectural resources and shadow would be the same as with the proposed project and Alternative E.1 (see Chapter IV.A, Architectural Resources, pp. 61 - 64, and Chapter IV.C, Shadow, pp. 66 - 75). Project-related transportation effects would be similar (*i.e.,* no noticeable increase in travel or parking demand), as a similar level of courts-related activity would occur in the building as under the project. Future traffic conditions in the Civic Center area would include the impacts of cumulative development, with this alternative (see Chapter IV.D, Transportation, pp. 75 - 84). This alternative would provide more parking on-site than would the proposed project. This would be expected to release about 70 to 95 additional spaces for public parking (up to about 120 total) currently occupied by judges and court staff in the Civic Center. This alternative would thus result in a net increase in public parking availability of up to about 55 spaces in the Civic Center area and an incremental increase in traffic in the immediate project vicinity, compared to the project, which would result in a net decrease of about 15 to 40 spaces. Because 55 additional spaces is small compared to the approximately 4,000 off-street public parking spaces in the greater Civic Center Area, the additional public parking indirectly provided by this alternative would not be expected to result in a noticeable increase in traffic in the greater Civic Center. Other impacts discussed in the Initial Study, including on-site employment, increased demand for public services and energy, and removal of trees, would occur as with the proposed project.

NOTES - Alternatives

1 Read, Frank T., Dean, and Edward Levine, Director of Facilities Planning and Management, Hastings College of the Law, letter to Judge Daniel Hanlon, May 4, 1993. Description of the Alternative site is based in part on this letter, which is on file at the Department of City Planning, 450 McAllister Street, San Francisco.

2 Pursuant to Section 132.2 of the *City Planning Code*, a setback might be imposed above the height of the Hastings Library / Administration building at Golden Gate Avenue and Hyde Street, which is approximately 75 feet tall.

3 The discussion of zoning issues assumes the alternative site project would be subject to the City Planning Code, as it would not be a building for academic use by Hastings College of the Law, a state institution.

4 Floor area ratio is the relationship of gross floor area of a building to the area of the lot. The smaller the FAR, the less building area may be constructed on a given lot. This alternative would include a FAR bonus, under Section 125(b) of the City Planning Code, for the C-2 zoned portion of the site, which would be an interior lot under the Code. The bonus would add 10 feet to the lot depth for purposes of FAR calculation on the C-2 portion of the site.

5 Burrows, William, Vice President, Luster Construction Management, facsimile transmission, September 15, 1993.

X. DRAFT EIR DISTRIBUTION LIST

LIST OF THOSE TO RECEIVE MAILED COPIES OF DRAFT EIR

FEDERAL AND STATE AGENCIES

Northwest Information Center
California Archaeological Inventory
Department of Anthropology
Sonoma State University
Rohnert Park, CA 94928
Attn: Christian Gerike

California Department of Transportation
Transportation Planning
P.O. Box 23660
Oakland, CA 94623-0660
Attn: Gary Adams

California Department of Transportation
Public Transportation Branch
P.O. Box 23660
Oakland, CA 94623-0660
Attn: William Chastain

State Office of Intergovernmental Management
State Clearinghouse
1400 - Tenth Street
Sacramento, CA 95814

REGIONAL AGENCIES

Association of Bay Area Governments
P.O. Box 2050
Oakland, CA 94604
Attn: Sally Germain

Bay Area Air Quality Management District
939 Ellis Street
San Francisco, CA 94109
Attn: Irwin Mussen

Regional Water Quality Control Board
2101 Webster Street
Oakland, CA 94612
Attn: Steven Hill

CITY AND COUNTY OF SAN FRANCISCO

Bureau of Building Inspection
450 McAllister Street
San Francisco, CA 94102
Attn: Dot Yee,
Acting Superintendent

Landmarks Preservation Advisory Board
450 McAllister Street
San Francisco, CA 94102
Attn: Vincent Marsh, Secretary
Patrick McGrew, President
Ronald Akram Dudum, Vice President
Betty Smith-Brassington
William Fazande
Proctor Jones
Dr. Harold Kirker
Artemis C. Maurille
Nicholas A. Sapunar
Albert Y. Seto

Mayor's Office of Community Development
10 United Nations Plaza
San Francisco, CA 94102
Attn: Larry Del Carlo

Mayor's Office of Housing
10 United Nations Plaza
San Francisco, CA 94102
Attn: Barbara Smith

CITY AND COUNTY OF SAN FRANCISCO (Continued)

David Heindel
Real Estate Specialist
Mayor's Office of Economic
Planning and Development
City Hall, Room 156
San Francisco, CA 94102

Public Utilities Commission
Bureau of Energy Conservation
Hetch Hetchy Water and Power
1155 Market Street, 4th Floor
San Francisco, CA 94103
Attn: John Deakin, Director

Public Utilities Commission
Room 287, City Hall
San Francisco, CA 94102
Attn: Anson Moran, General Manager

Recreation & Park Department
McLaren Lodge
Golden Gate Park
Fell and Stanyan Streets
San Francisco, CA 94117
Attn: Deborah Learner

Police Department
Planning Division
Hall of Justice
850 Bryant Street, Room 500
San Francisco, CA 94103
Attn: Capt. James Molinari

San Francisco City Planning Commission
450 McAllister Street
San Francisco, CA 94102
Attn: Linda Avery, Secretary
Frank Fung
M. Toby Levine
Susan Lowenburg
Lawrence Martin
Sidney Unobskey
Rudolf Nothenberg
David Prowler, Alternate
Anson Moran
Romaine Boldridge, Alternate

San Francisco Department of
Public Works
Division of Subdivisions, Surveys
City Hall, Room 359
San Francisco, CA 94102
Attn: Tim A. Molinare

Division of General Engineering
1680 Mission St., 2nd Floor
San Francisco, CA 94103
Attn: Raymond Wong

San Francisco Department of
Parking and Traffic
Traffic Engineering Division
460 McAllister Street
San Francisco, CA 94102
Attn: Mark Rand

San Francisco Fire Department
Division of Planning and Research
260 Golden Gate Avenue
San Francisco, CA 94102
Attn: Howard L. Slater

San Francisco Municipal Railway
MUNI Planning Division
949 Presidio Avenue, Room 204
San Francisco, CA 94115
Attn: Peter Straus

San Francisco Real Estate Department
25 Van Ness Avenue, 4th Floor
San Francisco, CA 94102
Attn: Tony Delucchi,
Director of Property

San Francisco Water Department
Distribution Division
425 Mason Street
San Francisco, CA 94102
Attn: Hans Bruno, Assistant Manager

GROUPS AND INDIVIDUALS

AIA
San Francisco Chapter
130 Sutter Street
San Francisco, CA 94104

John Bardis
Sunset Action Committee
1501 Lincoln Way, #503
San Francisco, CA 94122

Bay Area Council
200 Pine Street, Suite 300
San Francisco, CA 94104-2702

Albert Beck
c/o Geography Department
California State University, Chico
Chico, CA 95929

Georgia Brittan
870 Market Street, Room 1119
San Francisco, CA 94102

California Preservation Foundation
1615 Broadway, Suite 705
Oakland, CA 94612
Attn: Elizabeth Morton

Ctr. for SE Asian Refugee Resettlement
Vu-Duc Vuong
875 O'Farrell Street
San Francisco, CA 94109

Coalition for S.F. Neighborhoods
Lorraine Lucas, President
P.O. Box 42-5882
San Francisco, CA 94142-5882

Coalition for S.F. Neighborhoods
Babette Drefke
Newsletter
701 Kansas Street
San Francisco, CA 94107

Concerned Bus. Persons of the Tenderloin
Adam Goltstein, President
365 Eddy Street
San Fancisco, CA 94102

Michael Corbett
2054 University Avenue, #505
Berkeley, CA 94704

Joseph Cortiz
2853 22nd Street
San Francisco, CA 94110

Michael Crowe
640 Mason Street, #503
San Francisco, CA 94108

The Reverend Kelly Cullen
133 Golden Gate Avenue
San Francisco, CA 94102

Downtown Association
582 Market Street
San Francisco, CA 94105
Attn: Mr. Lee Dolson

Lynn Eltizer
260 Thierf Street
Daly City, CA 94014

The Foundation for San Francisco's
Architectural Heritage
2007 Franklin Street
San Francisco, CA 94109
Attn: David A. Bahlman
Executive Director

Greenwood Press, Inc.
P.O. Box 5007
Westport, Conn 06881-9990
Attn: Eric LeStrange

Jim Haas
633 Battery St., 5th Floor
San Francisco, CA 94139

Winchell Hayward
208 Willard North
San Francisco, CA 94118

GROUPS AND INDIVIDUALS
(Continued)

Sue Hestor
Attorney at Law
870 Market Street, Room 1121
San Francisco, CA 94102

Ed Michael
828 Franklin St., Apt. 506
San Francisco, CA 94102

Mid-Market/U.N. Plaza Association
August Murphy
83 McAllister Street
San Francisco, CA 94102

National Trust for Historic
Preservation
One Sutter Street
San Francisco, CA 94108
Attn: Kathy Burns

North of Market Planning Coalition
David Baker, Acting Director
295 Eddy Street
San Francisco, CA 94102

Joe Kaufman
c/o North of Market Planning Coalition
295 Eddy Street
San Francisco, CA 94102

North of Market Senior Services
Vera Haile
333 Turk Street
San Francisco, CA 94102

Pacific Stock Exchange
301 Pine Street
San Francisco, CA 94104
Attn: Dale Carleson

Page & Turnbull
364 Bush Street
San Francisco, CA 94104

San Francisco Beautiful
41 Sutter Street, #709
San Francisco, CA 94104
Attn: Donna Casey,
Executive Director

San Francisco Building and
Construction Trades Council
2660 Newhall Street, Room 116
San Francisco, CA 94124-2527
Attn: Stanley Smith

San Francisco Chamber of Commerce
465 California Street
San Francisco, CA 94104
Attn: Florence Kragen

SF Convention & Visitor Bureau
201-3rd St., Suite 900
San Francisco, CA 94103
Attn: George D. Kirkland, Exec. Director

San Francisco Labor Council
510 Harrison Street
San Francisco, CA 94105-3104
Attn: Walter Johnson

Lorraine Lucas
S.F. League of Neighborhoods
PO Box 192144
San Francisco, CA 94119

San Francisco Planning &
Urban Research Association
312 Sutter Street, Suite 500
San Francisco, CA 94108

San Francisco Tomorrow
54 Mint Street, Room 400
San Francisco, CA 94103-1815
Attn: Andrew Nash

Sierra Club
730 Polk Street
San Francisco, CA 94109
Attn: John Holtzclaw

GROUPS AND INDIVIDUALS
(Continued)

Tenderloin Housing Clinic
Randy Shaw, Director
126 Hyde Street
San Francisco, CA 94102

Tenderloin Neighborhood Assn.
Hank Wilson
55 Mason Street
San Francisco, CA 94102

Tenderloin Neigh. Devel. Corp.
B.J. Barron
230 Hyde St. (TNDC)
San Francisco, CA 94102

Tenderloin Senior Organizing Project
Diana Samuelson
220 Golden Gate Ave., Rm. 410
San Francisco, CA 94102

Theatre Row Business Association
Kathy Opsather
490 Geary Street
San Francisco, CA 94102

William Turnbull Associates
Pier 1-1/2
San Francisco, CA 94111

Van Ness Avenue Association
Mr. Greg Holzman
825 Van Ness Avenue, #501
San Francisco, CA 94109

Van Ness & Market Cen. Bus. Assn.
333 Hayes Street
San Francisco, CA 94102
Attn: Evelio Badia

Joel Ventresca
202 Grattan Street
San Francisco, CA 94117

ADJACENT PROPERTY OWNERS

765/2, 765/3, 766/1
Calif. Dept. of General Services
Office of Prog. Devel. & Mgmt.
400 R Street, Suite 5100
Sacramento, CA 95814

766/6
Novelact (USA) Ltd.
333 Kearny St #606
San Francisco, CA 94108

766/7
BBM & K Associates
c/o Dobbs, Berger & Molinari
One Maritime Plaza #2500
San Francisco, CA 94111

766/9
John B Molinari
c/o Dobbs, Berger & Molinari
One Maritime Plaza - Alcoa #2500
San Francisco, CA 94111

766/10
The Julie F. Randick Trust
c/o Julie F. Randick
113 Bonniebrook Drive
Napa, CA 94558

787/1, 788/1
City Property

MEDIA

Associated Press
1390 Market Street, Suite 318
San Francisco, CA 94102
Attn: Bill Shiffman

San Francisco Bay Guardian
2700 - Nineteenth Street
San Francisco, CA 94110
Attn: Patrick Douglas, City Editor

MEDIA (continued)

San Francisco Business Times
325 - 5th Street
San Francisco, CA 94107
Attn: Tim Turner

Leland S. Meyerzone
KPOO-FM
P.O. Box 6149
San Francisco, CA 94101

San Francisco Chronicle
925 Mission Street
San Francisco, CA 94103
Attn: Pamela Burdman

San Francisco Examiner
P.O. Box 7260
San Francisco, CA 94120
Attn: Gerald Adams

The Sun Reporter
1366 Turk Street
San Francisco, CA 94115

Tenderloin Times
290 Turk Street
San Francisco, CA 94102
Attn: Rob Waters

LIBRARIES

Document Library
City Library - Civic Center
San Francisco, CA 94102
Attn: Jane Hudson

Environmental Protection Agency
Library
75 Hawthorne Street
San Francisco, CA 94105
Attn: Jean Circiello

Stanford University Libraries
Jonsson Library of Government
Documents
State and Local Documents Division
Stanford, CA 94305

Government Publications Department
San Francisco State University
1630 Holloway Avenue
San Francisco, CA 94132

Hastings College of the Law - Library
200 McAllister Street
San Francisco, CA 94102-4978

Institute of Government Studies
109 Moses Hall
University of California
Berkeley, CA 94720

LIST OF THOSE TO RECEIVE MAILED NOTICES OF AVAILABILITY

Library
Baker & McKenzie
Two Embarcadero Center, Suite 2400
San Francisco, CA 94111-3909

Barkley & Lee
The Mills Building, Suite 691
220 Montgomery Street
San Francisco, CA 94104
Attn: Alice Suet Yee Barkeley

Breitman Co.
1 Embarcadero Center, Suite 1720
San Francisco, CA 94111
Attn: Frank Young

Lauren Bricker
1644 Tenth Avenue
San Francisco, CA 94122

Michael W. Dyett
Blayney Dyett Greenberg
70 Zoe Street, Suite 100
San Francisco, CA 94107

Peter Bosselman
Environmental Simulation Laboratory
119 Wurster Hall
University of California
Berkeley, CA 94720

Cahill Contractors, Inc.
425 California Street, #2300
San Francisco, CA 94104
Attn: Jay Cahill

Chicago Title
388 Market Street, 13th Floor
San Francisco, CA 94111
Attn.: Carol Lester

David Cincotta
1388 Sutter Street, Suite 900
San Francisco, CA 94012

Dennis Purcell
Coblentz, Cahen, McCabe and Breyer
222 Kearny Street, 7th Floor
San Francisco, CA 94108

Joseph Cortiz
2853 22nd Street
San Francisco, CA 94110

Cushman and Wakefield of Calif., Inc.
555 California Street, Suite 2700
San Francisco, CA 94104
Attn: Wayne Stiefvater
Lawrence Farrell

During Associates
582 Market Street, Suite 1208
San Francisco, CA 94104

EIP Associates
601 Montgomery Street, Suite 500
San Francisco, CA 94111

Fan and Associates
Architecture and Planning Inc.
580 Market Street, Suite 300
San Francisco, CA 94104
Attn.: Robert Fan

Food and Fuel Retailers for
Economic Equality
770 L Street, Suite 960
Sacramento, CA 95814
Attn: Doug Stevens,
State Coordinator

Gensler and Associates
550 Kearney Street
San Francisco, CA 94103
Attn: Peter Gordon

Gladstone & Vettel
177 Post Street, Penthouse
San Francisco, CA 94108

Goldfarb & Lipman
One Montgomery Street
West Tower, 23rd Floor
San Francisco, CA 94104
Attn.: Paula Crow

Gruen, Gruen & Associates
564 Howard Street
San Francisco, CA 94105

Valerie Hersey
Munsell Brown
950 Battery Street
San Francisco, CA 94111

Kaplan/McLaughlin/Diaz
222 Vallejo Street
San Francisco, CA 94111
Attn: Jan Vargo

Legal Assistance to the Elderly
Brent Kato
1453 Mission Street, Fifth Floor
San Francisco, CA 94103

Larry Mansbach
595 Market St., Suite 2500
San Francisco, CA 94105

Robert Meyers Associates
582 Market Street, Suite 1208
San Francisco, CA 94104

Cliff Miller
970 Chestnut Street, #3
San Francisco, CA 94109

George Miers & Associates
369 15th St.
Oakland, CA 94612

Morrison & Foerster
345 California Street
San Francisco, CA 94104
Attn: Jacob Herber

National Lawyers Guild
558 Capp Street
San Francisco, CA 94104
Attn.: Regina Sneed

Nichols-Berman
142 Minna Street
San Francisco, CA 94105
Attn: Louise Nichols

Perini Corporation
75 Broadway
San Francisco, CA 94111
Attn: Christopher Scales

Pettit & Martin
101 California Street, 35th Floor
San Francisco, CA 94114
Attn: John M. Sanger

Pillsbury, Madison & Sutro
P.O. Box 7880
San Francisco, CA 94120
Attn: Marilyn L. Siems

Gary Sutton & Suheil Totah
Pillsbury, Madison & Sutro
235 Montgomery Street, Room 1433
San Francisco, CA 94104

Planning Analysis & Development
50 Francisco Street
San Francisco, CA 94133
Attn: Gloria Root

Ramsay/Bass Interest
3756 Grand Avenue, Suite 301
Oakland, CA 94610
Attn: Peter Bass

David Rhoades & Associates
400 Montgomery Street, Suite 604
San Francisco, CA 94104

Herb Lembcke, FAIA
Rockefeller & Assoc. Realty L.P.
Four Embarcadero, Suite 2600
San Francisco, CA 94111-5994

Rothschild & Associates
244 California Street, Suite 500
San Francisco, CA 94111
Attn: Thomas N. Foster

Royal Lepage Commercial Real Estate Svc.
353 Sacramento Street, Suite 500
San Francisco, CA 94111
Attn: Richard Livermore

Royal Title
1 California Street, Suite 2200
SanFrancisco, CA 94111
Attn: Jim Galvin

San Franciscans for Reasonable Growth
241 Bartlett Street
San Francisco, CA 94110
Attn: David Jones

San Francisco Retail Merchants
582 Market Street
San Francisco, CA 94105

Sedway Cooke Associates
300 Montgomery Street, Suite 200
San Francisco, CA 94104

Shartis Freise & Ginsburg
One Maritime Plaza, 18th Floor
San Fransicso, CA 94111
Attn: Dave Kremer

Skidmore Owings & Merrill
333 Bush Street
San Francisco, CA 94104
Attn: Jerry Goldberg

Solem & Associates
545 Mission Street
San Francisco, CA 94105
Attn: Olive Lewis

Kent Soule
1180 Filbert St., Apt. #204
San Francisco, CA 94109

Square One Film & Video
725 Filbert Street
San Francisco, CA 94133

Steefel, Levitt & Weiss
199-1st Street
San Francisco, CA 94105
Attn: Robert S. Tandler

Tenants and Owners Development Corp.
230 - Fourth Street
San Francisco, CA 94103
Attn: John Elberling

Jerry Tone
Montgomery Capital Corp.
244 California St.
San Francisco, CA 94111

TRI
100 Pine Street, Suite 2300
San Francisco, CA 94111
Attn: Mathew Cappiello

Jon Twichell Associates
143 Connecticut Street
San Francisco, CA 94107

Union Square Association
323 Geary Street, Suite 710
San Francisco, CA 94102
Attn: Edward H. Lawson

United Nations Plaza Assn.
77 McAllister Street
San Francisco, CA 94102
Attn: Herb Gimpel

Capital Planning Department
Univ. of California, San Francisco
145 Irving Street
San Francisco, CA 94122
Attn: Bob Rhine

Robin Jones, Campus Planning
University of California, San Francisco
P. O. Box 0286
San Francisco, Ca 94143-0286

Whisler-Patri
P. O. Box 7054
San Francisco, CA 94120-7054
Attn: Marie Zeller

Stephen Weicker
899 Pine Street, #1610
San Francisco, CA 94108

Eunice Willette
1323 Gilman Avenue
San Francisco, CA 94124

Bethea Wilson & Associates
Art in Architecture
2028 Scott, Suite 204
San Francisco, CA 94115

Karen Wood
35 Sequoia Way
San Francisco, CA 94127

XI. APPENDICES

APPENDIX A: Initial Study

APPENDIX B: Architectural Resources

APPENDIX C: Transportation

NOTICE THAT AN ENVIRONMENTAL IMPACT REPORT IS DETERMINED TO BE REQUIRED

Date of this Notice: September 17, 1993

Lead Agency: City and County of San Francisco, Department of City Planning
450 McAllister Street, 6th Floor, San Francisco, CA 94102

Agency Contact Person: Carol Roos **Telephone:** (415) 558-6389

Project Title: 93.546E:
San Francisco Courts Building,
400 McAllister Street

Project Sponsor: San Francisco Courthouse Construction Committee
Contact Person: Clyde Cohen, Project Manager

Project Address: 450, 456 and 460 McAllister Street; 301 Polk Street
Assessor's Block and Lot: Block 766, Lots 2, 3, 4 and 5
City and County: San Francisco

Project Description: Construction of a six-story-plus-basement, approximately 80-foot-tall Courts Building after elimination of an existing 65-space parking lot and demolition of three existing buildings: the six-story City Hall Annex at 450 McAllister Street, the two-story Society of California Pioneers building at 456 McAllister Street, and a one-story City office building at 460 McAllister Street. The Courts Building would contain approximately 235,000 square feet of building area (including up to about 50 parking spaces) on the south half of the block bounded by McAllister and Polk Streets and Golden Gate and Van Ness Avenues.

THIS PROJECT MAY HAVE A SIGNIFICANT EFFECT ON THE ENVIRONMENT AND AN ENVIRONMENTAL IMPACT REPORT IS REQUIRED. This determination is based upon the criteria of the Guidelines of the State Secretary for Resources, Sections 15063 (Initial Study), 15064 (Determining Significant Effect), and 15065 (Mandatory Findings of Significance), and the following reasons, as documented in the Environmental Evaluation (Initial Study) for the project, which is attached.

Please see attached Initial Study.

Deadline for Filing an Appeal of this Determination to the City Planning Commission: September 27, 1993.

An appeal requires:
1) a letter specifying the grounds for appeal, and;
2) a $200.00 filing fee.

Barbara W. Sahm

BARBARA W. SAHM, Environmental Review Officer

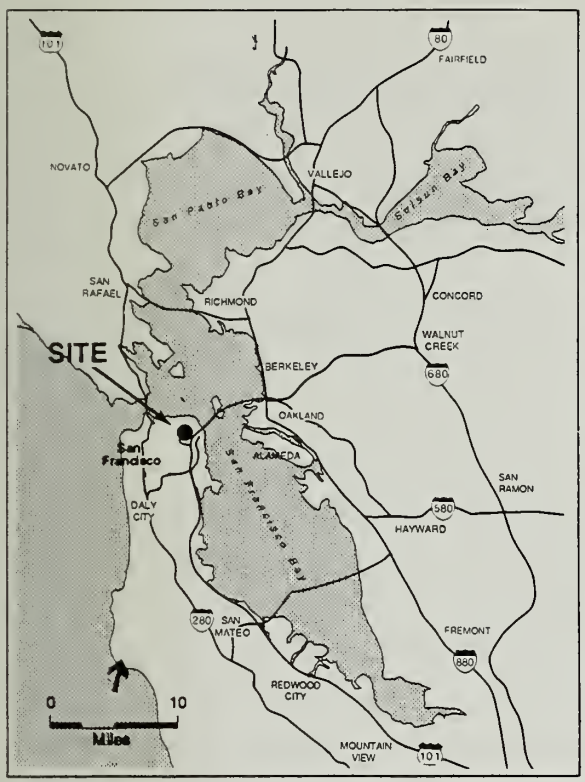
ER5 6/85

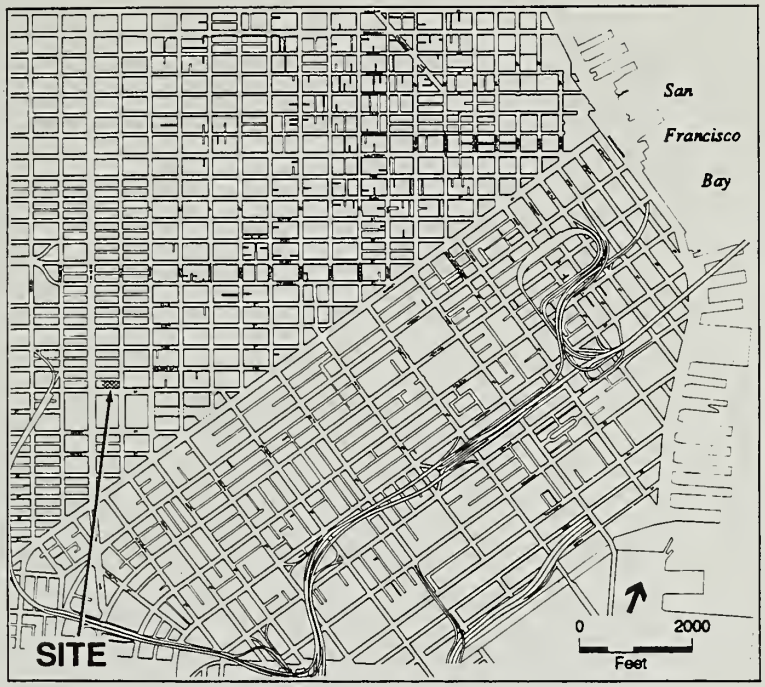
SAN FRANCISCO COURTS BUILDING
INITIAL STUDY
93.546E

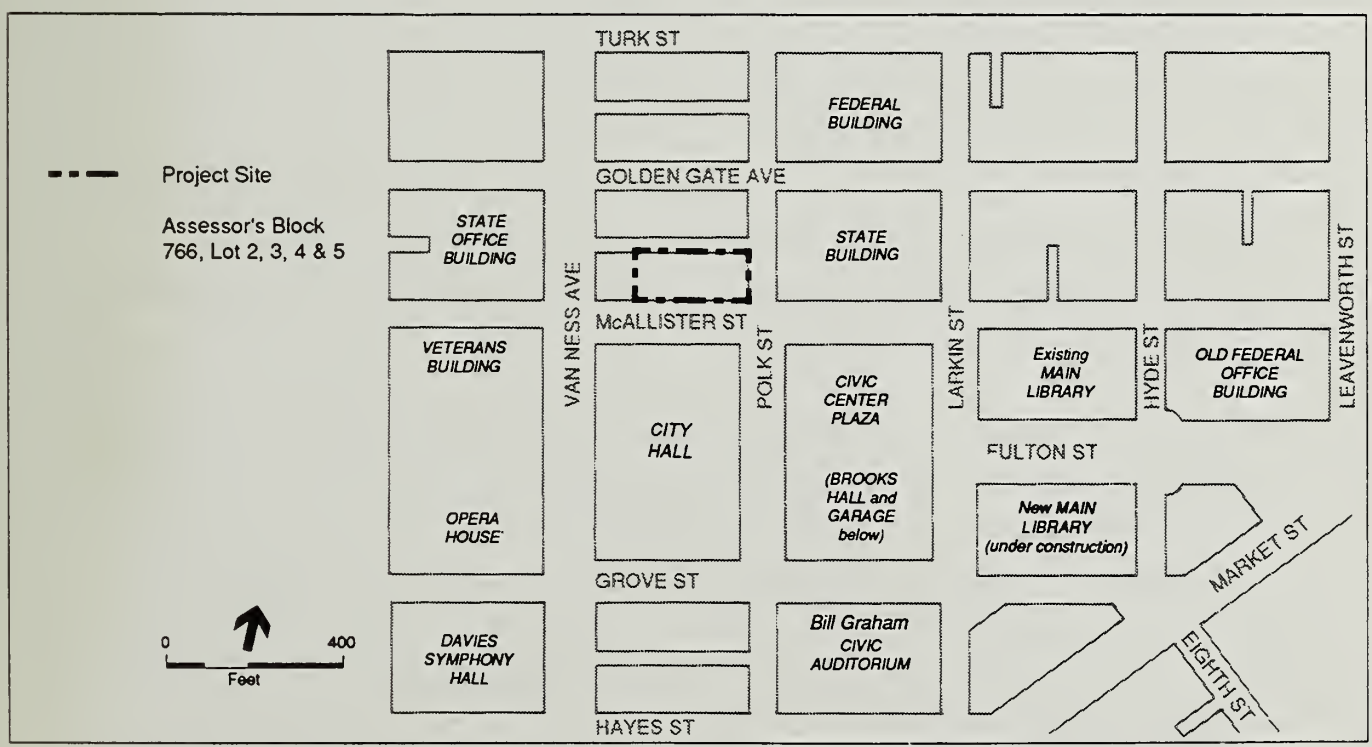
I. PROJECT DESCRIPTION

The project site is in the southeast portion of the block bounded by McAllister Street on the south, Polk Street on the east, Van Ness Avenue on the west, and Golden Gate Avenue on the north (see Figure 1). That block is divided by Redwood Street; the site would occupy the half-block south of Redwood Street, with the exception of the westernmost lot. The approximately 33,000-sq.-ft. site includes Lots 2, 3, 4, and 5 of Assessor's Block 766. The site currently includes a 65-space, 16,500-sq.-ft. surface-level valet parking lot at McAllister and Polk Streets; City Hall Annex, a 50,500-sq.-ft., six-story City office building at 450 McAllister Street; the Society of California Pioneers building, a two-story, 13,500-sq.-ft. structure at 456 McAllister Street; and a single-story 6,500-sq.-ft. City office building at 460 McAllister Street. The site is adjacent to 512 Van Ness Avenue, at McAllister Street, a four-story apartment-restaurant building. The eastern three-fourths of the site is within a P (Public) Use District, and the western one-fourth of the site is within a C-2 (Community Business) Use District. The site is in the northwestern area of the San Francisco Civic Center, north across McAllister Street from City Hall. The entire site is within a 70-X Height and Bulk District. The project would include rezoning of the site to change the western one-fourth of the site from a C-2 to a P Use District, and to change the Height and Bulk District from 70-X to 80-X to allow for construction of an 80-foot tall building.

The project would include demolition of the three existing buildings and removal of the parking lot on the project site and construction of a six-story (plus one basement level), 80-foot-tall building containing approximately 235,000 sq. ft. for courtrooms and support space of the Civil Divisions of the San Francisco Municipal and Superior Courts, now located primarily at City Hall[1], and the Dependency section of the Juvenile Court, now housed at the Youth Guidance Center. Criminal courts would remain at the Hall of Justice on Bryant Street. Existing City uses on the project site, including the Department of City Planning and the Bureau of Building Inspection of the Department of Public Works, would be relocated to leased office space at 1660 Mission Street, approximately six blocks south. The project would include up to about 50 parking spaces for judges and sheriff's vehicles. The subsurface parking level of the project, which would extend beneath Redwood Street, would be served by a new ramp or by automobile elevators from Polk Street, McAllister Street or Redwood Street.







SOURCE: Environmental Science Associates, Inc.

Case No. 93.546E / San Francisco Courts Building ■

Figure 1
Project Location

The ground floor of the Courts Building would have two entrances from McAllister Street, including a ceremonial lobby. On floors two through six, the building would contain about 45 courtrooms and hearing rooms, a high-security court floor for family court services, domestic courtrooms and juvenile dependency cases, jury deliberation rooms, conference rooms, judges' chambers, a satellite law library, a child-care "drop-off" center for court visitors (*i.e.*, jurors, witnesses, etc.), and support space for attorneys, clerks, court reporters, and court staff. The building would include provisions for about four secure courtrooms and prisoner holding cells that could accommodate criminal trials.

Formal architectural plans for the Courts Building are not complete. The design program is intended to be complementary to the existing major Civic Center Beaux Arts style structures with a three-part facade featuring a rusticated base, a central (shaft and capital) portion, and a strong cornice or parapet line.[2] The southeast corner (at Polk and McAllister Streets), diagonally across from Civic Center Plaza, would include a chamfered (diagonally cut) corner, similar to that at the Department of Public Health building at Polk and Grove Streets. Exterior building materials, windows, and other architectural elements are intended to relate to existing Civic Center structures, and would include gray stone cladding (probably granite), low-glare glass, and a copper or other metal roof surface. Trees and shrubbery on the existing parking lot would be removed; new street trees would be planted as part of the project.

The project would result in a net increase in building area of approximately 164,500 sq. ft. on the project site (construction of about 235,000 sq. ft. and demolition of about 70,500 sq. ft.). There would be a decrease in publicly accessible parking spaces on the site of about 65, and an overall decrease in parking of about 15 spaces.[3]

Construction of the new Courts Building would take about 24 months, including demolition of the existing structures and the parking lot, with occupancy planned for early 1997. Construction cost, including demolition, is estimated at $41.5 million (1995 dollars). The project architect is a joint venture consisting of the following firms: Hood Miller Associates, Ross-Drulis Architects, and Barnes and Cavagnero / John M.Y. Lee.

NOTES - Project Description

[1] In addition, three courtrooms of the Superior Court are currently leased at 575 Polk Street near Golden Gate Avenue.

[2] Hood Miller Associates, Memorandum response to data request from Environmental Science Associates, July 22, 1993.

[3] The total number of displaced parking spaces could be as high as 40 if as few as 25 secure parking spaces are provided as part of the project.

II. INTRODUCTION

The *Courts Building EIR* will incorporate information, as appropriate, from the EIR for the San Francisco Main Library (Case No. 90.808E, Final EIR certified February 27, 1992), and from Program EIRs that have been previously published. Most of the latter information is related to cumulative impacts of downtown growth contained in the *Mission Bay EIR* (Case No. 86.505E, Final EIR certified August 23, 1990), *South of Market Plan EIR* (Case No. 85.463E, Final EIR certified December 7, 1989), and the *Downtown Plan EIR* (Case No. EE81.3, Final EIR certified October 18, 1984). The Mission Bay EIR covers the impacts of potential development in a 300-acre area just south of the Greater Downtown, from Townsend Street to Mariposa Street, east of the I-280 freeway. The South of Market Plan EIR analyzes impacts of development under the South of Market Plan development controls and alternatives in the area generally south of Mission Street to the Mission Bay planning area and east of U.S. 101 to the Rincon Hill area east of Second Street. The Downtown Plan EIR analyzes the impacts of various development policy alternatives in the C-3 (Downtown Commercial) zoning districts in San Francisco.

The *Mission Bay* and *South of Market Plan EIRs* include the most current estimates of employment growth for the Downtown & Vicinity and for the rest of the City; revised analysis and conclusions regarding overall cumulative transportation impacts in the future; and new cumulative air quality information. (The term "Downtown & Vicinity" means the C-3 District and the areas around it: South of Market, Mission Bay, South Van Ness, Civic Center, and the Northeastern Waterfront. See Mission Bay EIR, Vol. II, pp. IV.4-5. The project site is included in the Downtown & Vicinity.) The *Downtown Plan EIR* contains other cumulative impact information regarding such topics as energy consumption and seismic effects that also is applicable to the new Courts Building project.

Where information from those areawide EIRs is presented in the new *Courts Building EIR*, it will be incorporated by reference with a summary, pursuant to CEQA Sections 21061 and 21100 (see also State CEQA Guidelines Section 15150). Those reference documents, and the *Main*

Library EIR, are available for public review at the Office of Environmental Review, 450 McAllister Street, San Francisco, at the San Francisco Main Library, and at various branch libraries.

III. SUMMARY OF POTENTIAL ENVIRONMENTAL EFFECTS

A. EFFECTS FOUND TO BE POTENTIALLY SIGNIFICANT

The new Courts Building project is examined in this Initial Study to identify potential effects on the environment. In addition to potential cumulative impacts, some project-specific effects have been determined to be potentially significant, and will be analyzed in an Environmental Impact Report (EIR). They include: architectural resources, transportation, shadow, and hazardous materials. Other issues that will be included in the EIR for informational purposes only are land use and the relationship of the proposed project to the *Master Plan* and City Planning Code.

B. EFFECTS FOUND NOT TO BE SIGNIFICANT

The following potential impacts were determined either to be insignificant or to be mitigated through measures included in the project. As discussed in this section, these items require no further environmental analysis in the EIR with the exception of items included for informational purposes only:

Land Use and Zoning: The project would increase the intensity of land uses on the site by replacing three existing structures and a parking lot with a larger building than the three existing on-site buildings combined. The net effect of the project would be a realignment of existing public uses within the Civic Center. The new Courts Building would be compatible with surrounding government uses. The project would be a principal permitted use in the P (Public) zoning district existing on the eastern three-fourths of the project site and proposed for the remainder of the site. The western one-fourth of the site currently is zoned C-2 (Community Business). The entire site is in a 70-X height and bulk district and would require rezoning to permit an 80-foot building. The project would be a permitted use in the C-2 District, but the maximum C-2 floor area ratio (4.8:1) would apply on that portion of the site.

Urban Design: The project would be of comparable scale, proportion, massing and window patterns to existing public buildings in the Civic Center and would use compatible exterior finish materials.

Glare: Mirrored glass would not be used in construction. The project would not generate light or glare impacts on other properties.

Population, Housing, and Employment : The proposed project would not displace any existing housing units. A total of about 455 employees would work on the project site, an increase of about 185 over existing employment on the site. About 95 percent of project employees would be relocated from the immediate vicinity. While the spaces vacated (for example, in City Hall) by employees moving into the new Courts Building could be backfilled, they would be expected to be filled by public employees already in the area or by personnel remaining in City Hall under less cramped conditions. The overall Civic Center population would not be expected to change noticeably due to the project. That is, there would not be a substantial net change in Civic Center employment. The project would not be expected to increase housing demand in San Francisco.

Noise: Construction-related noise would be a short term impact to the site vicinity. No piles would be driven. After completion, building operation and project-related traffic would not perceptibly increase noise levels in the site vicinity. Noise would be regulated by the San Francisco Noise Ordinance and the project would conform to the Noise Guidelines of the Environmental Protection Element of the *Master Plan.*

Air Quality: Project construction would have short-term impacts on air quality in the site vicinity. A mitigation measure to reduce particulate and hydrocarbon emissions generated during construction activities is included as part of the project (see p. 47). After completion, building operation and project-related traffic would not result in substantial change to existing air quality, because the number of project-related trips would not increase substantially. Wind-tunnel testing performed for the *San Francisco Main Library EIR* included development on the Courts Building site in the potential development scenario. It is not anticipated that the project would substantially increase or alter existing winds.

Utilities/Public Services: The proposed project would increase demand for public services, but demand attributable to the project would not require additional personnel or equipment, other than connections to existing service, according to service providers.

Biology: The project would not affect any rare, threatened or endangered plant life, animal life or habitat. The project would not interfere with any resident or migratory species. Up to four mature trees and a hedge of shrubs would be removed. The project would include street trees.

Geology: Excavation for the project would be to a depth of about 13 feet. Dewatering of the site could be required, but would not be expected to be substantial. No piles would be driven; rather the foundation would consist of a concrete mat or spread footings. Shoring would be required to retain excavated slopes and to protect the adjacent 512 Van Ness Avenue building during construction.

Hydrology and Water Quality: A measure to mitigate potential impacts associated with excavation and dewatering is included as part of the project (see p. 48). The site is largely covered by impervious surfaces; therefore, the project would not affect drainage patterns or water quality.

Energy/Natural Resources: The project would be designed to comply with the performance standards of Title 24 of the *California Code of Regulations.* Annual energy use for the Courts Building would be about 29.5 billion Btu. Peak electrical energy and natural gas use would coincide with PG&E's systemwide peaks. Cumulative and indirect effects, including those of the project, are addressed in the EIR prepared for the Downtown Plan.

Hazards: Asbestos is contained within two of the three buildings on the project site and would be removed prior to demolition; potential impacts would be reduced to a level of insignificance through compliance with State law and Bay Area Air Quality Management District regulations. Mitigation to ensure project compliance with the City's Emergency Response Plan is included in the project (see p. 49). The on-site parking lot was formerly a gas station. The EIR will discuss potential impacts related to potential subsurface hazards associated with former uses of the site.

Historic and Cultural Resources: According archival research, there is no firm evidence of pre-historic (Native American) or historic (Spanish-American and Early American) archaeological resources on the project site. There is the potential to find cultural materials from structures located within the project site from the late 1860's through the turn of the century. The importance of any uncovered artifacts would be determined on a case-by-case basis. Mitigation measures are included to reduce the potential impact on subsurface prehistoric or historic resources (see p. 49). The EIR will discuss potential impacts related to architectural resources.

IV. ENVIRONMENTAL EVALUATION CHECKLIST AND DISCUSSION

A. COMPATIBILITY WITH EXISTING ZONING AND PLANS	Not Applicable	Discussed
1) Discuss any variances, special authorizations, or changes proposed to the City Planning Code or Zoning Map, if applicable.	____	X
* 2) Discuss any conflicts with any adopted environmental plans and goals of the City or Region, if applicable.	X	X

The project vicinity includes areas under study by the Department of City Planning. The Civic Center is the subject of an area plan included in the *Master Plan*. The Civic Center Area Plan is currently being updated, although the timetable is uncertain for completion of this planning effort; a land use inventory of the area has been completed, however. Proposed changes to the Civic Center Area Plan include expansion of the district to encompass the Mid-Market Street Planning Area and the South Van Ness Planning Area. The Civic Center was the subject of a plan put forward by the Mayor's office in 1987, which called for construction of a New Main Library and moving the Asian Art Museum into the existing library building.[1] Although the Mayor did not offer a formal recommendation, the Department of City Planning report that accompanied the Mayor's proposal recommended construction of City offices on the project site and relocation of the Civil Courts to a new structure to be constructed adjacent to the Hall of Justice at 850 Bryant Street. Portions of that proposal are being realized, including construction of a New Main Library. The North of Market Special Use District, located about two blocks north and about one block east of the project site, was established to preserve residential buildings in the Tenderloin area. The project would not conflict with adopted environmental plans and goals; however, the relationship of the proposed project to the policies of the *Master Plan*, including the Civic Center Plan, and provisions of the City Planning Code, will be discussed in the EIR, for informational purposes.

The eastern three-fourths of the project site, including the City Hall Annex office building at 450 McAllister and the surface parking lot at Polk and McAllister Streets, is located in a P (Public Use) District, which includes land that is owned by a governmental agency and is in some form of public use. Under this zoning designation, the proposed project would be a principal permitted use. The western one-fourth of the project site, including the Society of California Pioneers Building at 456 McAllister Street and the City office building at 460 McAllister Street, is located in a C-2 (Community Business) District. The entire site is

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

within a 70-X Height and Bulk District. The project sponsor proposes to merge the four lots for the project. The sponsor also will request rezoning of part of the site from C-2 to P and the entire site from 70-X to 80-X as part of the project. Rezoning would require a zoning map change including approval by the City Planning Commission, and approval by the Board of Supervisors. The approval process of the Commission and the Board would include a public hearing for each.

The permitted Floor Area Ratio (FAR) in this C-2 Use District is 4.8:1, because the nearest residential district is an RC-4 District (City Planning Code Sec. 124). There is no FAR limit in a P District. The project site borders a RC-4 (Residential Commercial Combined, High Density) District that extends northward along Van Ness Avenue and a C-2 (Community Business) District immediately due west. Generally, the areas to the north, south and east of the project site are zoned P and contain other public buildings in San Francisco's Civic Center.

The City Planning Code, which incorporates by reference the City Zoning Maps, governs permitted uses, densities and configuration of buildings within San Francisco. Permits to construct new buildings or to alter or demolish existing ones may not be issued unless the proposed project conforms to the Code or an exception is granted pursuant to provisions of the Code. The project would be a permitted use without rezoning under Section 227(d) of the Code. Without rezoning, the project could be permitted only as a 70-foot structure.

Environmental plans and policies, like the Bay Area Air Quality Plan, directly address physical environmental issues and/or contain standards or targets that must be met in order to preserve or improve specific components of the City's physical environment. The proposed project would not obviously or substantially conflict with any such adopted environmental plan or policy.

The City's *Master Plan,* which provides general policies and objectives to guide land use decisions, contains some policies that relate to physical environmental issues. The relationship of the proposed project to policies of the *Master Plan* will be discussed in the EIR.

The City Planning Commission must certify the EIR for the project prior to any approval actions being taken. The project would require a zoning reclassification, as described above. The project would require findings by the City Planning Commission that the project complies with the requirements of Section 101.1 of the City Planning Code (Proposition M), including consistency with the *Master Plan.* The project would require a rezoning, parking Variance, and

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

Master Plan referral from the Department of City Planning or City Planning Commission. Shadow impacts would be considered under Section 295 of the City Planning Code. The project would require subsurface street vacations beneath Redwood Street and the sidewalks along Redwood, Polk and McAllister Streets from the Department of Public Works, and demolition and building permits from the Bureau of Building Inspection. Design of the building must be approved by the Arts Commission. The rezoning must be approved by the Board of Supervisors.

NOTE - Zoning and Plans

[1] Office of the Mayor, City of San Francisco, *Civic Center Proposal*, including: San Francisco Department of City Planning, *The Civic Center: A Development Program*; November 1987.

B. ENVIRONMENTAL EFFECTS

1) Land Use. Could the project:	Yes	No	Discussed
* (a) Disrupt or divide the physical arrangement of an established community?	___	X	X
* (b) Have any substantial impact upon the existing character of the vicinity?	___	X	X

The 33,000-sq.-ft. project site is now occupied by a 16,500-sq.-ft. surface parking lot at 301 Polk Street, the 50,500-sq.-ft., six-story plus penthouse City Hall Annex at 450 McAllister Street, the 13,500-sq.-ft., two-story Society of California Pioneers building at 456 McAllister Street, and a 6,500-sq.-ft., single-story City office building at 460 McAllister Street. City Hall Annex is occupied by the Department of City Planning (DCP) and the Bureau of Building Inspection (BBI) of the Department of Public Works; BBI also occupies 460 McAllister Street.

The proposed project, a new building to contain courtrooms and support spaces for the Civil Division of the San Francisco Superior and Municipal Courts, and the Juvenile Dependency Courts[1], would constitute a change in land use and an increase in the intensity of the existing land uses on the site, because it would replace existing structures and a parking lot with a building larger than the existing on-site building square footage. The overall character and uses of the Civic Center area would not be changed by the project. The proposed project essentially would move the existing courts uses and accompanying support space now at City Hall across McAllister Street to the project site.

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

Following seismic retrofit of City Hall, the space formerly occupied by the courts there would be occupied by other City offices, as yet to be determined. The space could be filled by City Hall offices currently in cramped quarters and/or Department offices such as the Department of City Planning and/or the Bureau of Building Inspection. This EIR will include, as part of the cumulative analysis, an assumption that some existing City offices in the Civic Center area (including potentially the Department of City Planning and Bureau of Building Inspection and/or others) would relocate to a remodeled City Hall and that an unknown amount of office space currently leased by the City might become available. Overall public employment is expected to remain relatively stable in the Civic Center.

The net increase in built square footage on the site (including proposed parking in the new Courts Building but excluding existing outdoor parking) would be about 164,500 sq. ft. Approximately 65 public parking spaces would be eliminated at the on-site surface lot; up to about 50 parking spaces for judges and sheriff's vehicles would be provided in the project, a decrease of about 15 spaces (a decrease of 65 public spaces).[2] Street trees would be provided; no open space is proposed.

Land uses within the project vicinity consist of public buildings composing the Civic Center, including City Hall, the Bill Graham Civic Auditorium on Grove Street, the State Building at 350 McAllister Street, the Main Library and New Main Library (under construction) on Larkin Street, the Phillip Burton Federal Building at 450 Golden Gate Avenue, the Old Federal Building on U.N. Plaza, and the Department of Public Health at Polk and Grove Streets, and the Civic Center Plaza open space. The project site also borders retail and residential land uses immediately north and west. Other residential, commercial and office uses are found near the major public buildings. The proposed project use as courts for the City and County of San Francisco would be compatible with the use of Civic Center for government offices and related government functions. Land Use requires no further study in the EIR. However, some Land Use information will be provided there to establish the context for the project.

NOTES - Land Use

[1] The Juvenile Court - Dependency deals with child abuse and neglect cases. With the project, this portion of the Juvenile Court would be relocated from the Youth Guidance Center at 375 Woodside Avenue. Criminal cases involving juvenile offenders would continue to be tried at the Youth Guidance Center, as at present.

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

[2] Total includes valet operation of the on-site lot.

2) Visual Quality. Could the project:	Yes	No	Discussed
* (a) Have a substantial, demonstrable negative aesthetic effect?	____	X	X
(b) Substantially degrade or obstruct any scenic view or vista now observed from public areas?	____	X	X
(c) Generate obtrusive light or glare substantially impacting other properties?	____	X	X

The 80-foot-tall Courts Building would be about 5 to 60 feet taller than existing structures on the site, which range from the approximately 20-foot-tall 460 McAllister Street building to the approximately 75-foot-tall City Hall Annex at 450 McAllister Street. The new building would be of comparable height and bulk to other major public buildings in the Civic Center, including City Hall (across McAllister Street; which is 80 feet tall for occupied space and about 300 feet to the top of the dome) and the State Building (across Polk Street; 80 feet). The proposed project would replace an existing surface-level parking lot, the two-story 456 McAllister Street building and the single-story 460 McAllister Street building, all smaller in both height and bulk than most public buildings in the Civic Center. The proposed project would block views of City Hall to the south and of the Veterans Building to the west (on Van Ness Avenue) from Polk Street north of McAllister Street and would block views, now available from Redwood Street across the surface parking lot on the site, of Civic Center Plaza and City Hall. The project would blocks views to the northwest from Civic Center Plaza of commercial buildings north of Redwood Street and of the currently vacant, earthquake-damaged State office building at 525 Golden Gate Avenue at Polk Street. A view of the site from Civic Center Plaza is shown in Figure 2. Proposed project massing is illustrated in Figure 3, p. 15. Because building design has not been completed, this figure is intended to illustrate the building envelope, and not its final detailed design. The project would add a major new visual element to the Civic Center and provide an edge framing Civic Center Plaza where there is now an open corner.

As noted in the Project Description on p. 4, architectural plans are not complete. The Courts Building would be designed to complement the height, proportion and scale, massing, window patterns, and exterior ornamentation of existing public buildings in the Civic Center. Exterior materials would be consistent in coloring and texture with those of surrounding buildings.

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

SOURCE: Beverly Prior Architects;
Ross-Drulis / Hood Miller Joint Venture Architects

Case No. 93.546E / San Francisco Courts Building ■

Figure 2
View of Project Site Looking
Northwest from Civic Center Plaza

Case No. 93.546E / San Francisco Courts Building ■

SOURCE: Beverly Prior Architects;
Ross-Drulis / Hood Miller Joint Venture Architects

Figure 3
Massing Diagram of the Project Looking Northwest from Civic Center Plaza

The Civic Center Area Plan, part of the City's *Master Plan*, contains policies and objectives related to the design unity and formal quality of Civic Center. Objective 1, Policies 1 and 2 are relevant to the project. Policy 1 of Objective 1 states, "Emphasize key public buildings, particularly City Hall, through visually prominent siting." Policy 2 states, "Maintain the formal architectural character of the Civic Center." Project approval would require *Master Plan* Referral for Conformity with the *Master Plan*, including the Civic Center area plan. As a public building, the Courts Building would require approval by the Arts Commission of the building design.

Mirrored glass would not be used in the project. Thus, the building would not result in glare affecting other properties. The project would comply with City Planning Commission Resolution 9212, which prohibits the use of mirrored or reflective glass.

In view of the above Visual Quality including urban design and glare do not require further study in the EIR, and will therefore not be included.

The EIR will discuss architectural resources on the project site and in the surrounding area. (See p. 44, Cultural Resources.)

3) Population. Could the project:	Yes	No	Discussed
* (a) Induce substantial growth or concentration of population?	____	X	X
* (b) Displace a large number of people (involving either housing or employment)?	____	X	X
(c) Create a substantial demand for additional housing in San Francisco, or substantially reduce the housing supply?	____	X	X

The project would result in relocation of existing employees and visitors of the Civil Division of the San Francisco Superior and Municipal Courts from City Hall (and from leased space at 575 Polk Street) to the Courts Building. The project also would relocate about 16 employees of the Juvenile Court Dependency section to the site from Youth Guidance Center at 375 Woodside Avenue. City employees currently working in buildings on the site would move to office space at 1660 Mission Street, a vacant building, near South Van Ness Avenue, about five blocks south of the project site (in the greater Civic Center area).[1] Employment at the courts would not be expected to change as a result of the relocation. The number of jury trials and, therefore, the

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

number of courts visitors, would not be affected by the change in location. Rather, court-related activity is a function of factors other than building size, including evolving laws and regulations, population, and other demographic factors. Caseload and other courts activity would not increase or decrease in relation to the size of the new Courts Building, or in relation to whether or not a new courthouse is constructed. Over the long term, employment at the courts is expected to increase by about 14 percent, or about 1 percent per year, from about 400 persons at present to about 455 persons in 2010.[2] Based on trends over approximately the past 20 years, the Civil Courts caseload is not anticipated to increase substantially, and the increases that would occur would be dependent on factors such as those discussed above.[3] Such increases as would occur would be independent of the size of the Courts Building. The increases are accounted for in the cumulative employment forecasts made for downtown San Francisco (discussed below).

With completion of seismic retrofitting of City Hall (a separate project), and reoccupancy of the former courts space by other City offices currently in leased space, the number of City employees in the Civic Center area would be similar to existing conditions. Reoccupancy of City-leased space by other tenants could result in some increase in overall Civic Center employment, but the amount of space to be vacated is uncertain and the effect is not known at this time.

Cumulative citywide and regional employment effects and the resultant housing demand are discussed in the *Mission Bay EIR* and *South of Market Plan EIR*. San Francisco employment growth will contribute to regional housing demand, as not all workers will live in the City. However, regardless of the type of development in Mission Bay and South of Market, the importance of San Francisco employment as a factor affecting regional housing demand will decline over time, because more housing is expected to be added in the City relative to job growth than in the past. As housing and the labor force continue to grow more rapidly outside San Francisco, people working in San Francisco will represent the same or a smaller percentage of the employed people living elsewhere in the region. San Francisco workers will require about the same share of the region's housing in the future as they did in the early 1980s. San Francisco's effects on the regional housing market will vary in the future. City workers could become more important to the housing market in some close-in communities in western parts of the East Bay and east of the hills along BART corridors, in northern San Mateo County and parts of Marin.[4]

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

No housing would be displaced from the project site or built on the site. Therefore, the project would not directly affect housing supply. Because the change in employment due to the project would not be substantial, it would not be expected to create measurable additional demand for housing in San Francisco. Because the project would relocate existing courts uses, it would not be expected to increase the number of persons visiting the Civic Center area. Population and housing require no further analysis in the EIR.

NOTES - Population

[1] Effects of the 1660 Mission Street building (Van Ness Gateway Center), completed but never fully occupied, were analyzed in an environmental impact report prepared for that project (Case No. 84.448E, Final EIR certified April 17, 1986), which is available for review at the Department of City Planning, 450 McAllister Street, San Francisco, CA.

[2] Ross, Michael, Principal, Ross-Drulis Architects and Planners, telephone conversation, August 27, 1993.

[3] Carlson, Alan, Chief Executive Officer, San Francisco Superior and Municipal Courts, memorandum, September 13, 1993; and record of case filings, fiscal years 1975-76 through 1992-93.

[4] Department of City Planning, *Mission Bay EIR*, Vol. II, pp. VI.C.56-61, 83-84, and 92-97, and *South of Market Plan EIR*, Vol. II, pp. 91-94. Copies may be examined in the Department of City Planning offices, at the San Francisco Main Library and at various branch libraries.

4) Transportation / Circulation. Could the project:	Yes	No	Discussed
* (a) Cause an increase in traffic which is substantial in relation to the existing traffic load and capacity of the street system?	___	X	X
(b) Interfere with existing transportation systems, causing substantial alterations to circulation patterns or major traffic hazards?	___	X	X
(c) Cause a substantial increase in transit demand which cannot be accommodated by existing or proposed transit capacity?	___	X	X
(d) Cause a substantial increase in parking demand which cannot be accommodated by existing parking facilities?	___	X	X

Because the project would essentially be the relocation of court uses from City Hall to the proposed Courts Building across the street, it would not be expected to result in a substantial increase or change in trips to and from the immediate project vicinity or substantially increase

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

the demand on existing transportation systems. The EIR will discuss the project's impact on transportation, including parking and loading and construction traffic, summarizing and incorporating by reference information contained in the EIR for the San Francisco Main Library.

5) Noise. Could the project:	Yes	No	Discussed
* (a) Increase substantially the ambient noise levels for adjoining areas?	____	X	X
(b) Violate Title 24 Noise Insulation Standards, if applicable?	____	X	X
(c) Be substantially impacted by existing noise levels?	____	X	X

Ambient noise in the project vicinity is typical of noise levels in downtown San Francisco, which are dominated by vehicular traffic, including trucks, cars, MUNI buses and emergency vehicles. The Environmental Protection Element of the San Francisco *Master Plan* indicated a day-night background noise level (Ldn) of 65 dBA in the Civic Center Area in 1974. Selected streets showed levels of 65 dBA (Larkin Street and Hyde Street north of McAllister Street), 70 dBA (Polk, Hayes, Grove, Fulton, McAllister and Seventh Streets, Golden Gate Avenue and Hyde Street south of McAllister), 75 dBA (Market, Eighth, Ninth, Tenth and Franklin Streets) and 80 dBA (Van Ness Avenue).[1, 2] The Downtown Plan EIR indicates a day-night average noise level (Ldn) of 73 to 75 dBA on major streets nearest the project site (Tenth Street and Van Ness Avenue, respectively) in 1984, indicating that noise levels have remained relatively steady.[3] A 24-hour noise measurement taken in 1991 on Larkin Street, across Civic Center Plaza from the project site produced a reading of 71 dBA, Ldn.[4]

Construction Noise - Demolition, excavation, and building construction would temporarily increase noise in the site vicinity. The construction period, including demolition and grading, would last approximately 24 months. No pile driving would be required for the project, as the Courts Building would be constructed on a concrete slab foundation or on spread footings (large concrete blocks that distribute the weight of support columns). Shoring of the excavation site would be accomplished through the use of wooden planks supported by drilled steel beams (see p. 30, Geology).

Project construction would increase noise levels in areas surrounding the project site. Construction noise levels would fluctuate depending on construction phase, equipment type and duration of use, distance between noise source and listener, and presence or absence of barriers

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

between noise source and listener. To estimate probable noise impacts, this analysis assumes typical equipment and construction techniques. Table 1 shows typical exterior noise levels associated with the different phases of construction. Project construction would generate high noise levels on and adjacent to the construction site, including the apartment / retail building at 512 Van Ness Avenue, immediately west of the site, intermittently during the construction period. Interior noise levels at 50 feet from the noise source would be about 10 to 15 dBA less than those shown in Table 1.[5] Closed windows would reduce interior noise levels by about 20 dBA below the exterior noise levels shown in Table 1.

TABLE 1: TYPICAL COMMERCIAL/INDUSTRIAL CONSTRUCTION NOISE LEVELS

Construction Phase	Estimated Duration of Phase (weeks)	Average Noise Level (dBA)
Demolition, ground clearing and excavation	13	87
Structural Steel and Concrete	26	85
Walls and Ceilings	26	85
Finishes /a/	30	n/a

/a/ This phase refers to finish carpentry, painting, carpets and other such interior work that could be completed only after construction of exterior walls. Most noise would be contained within the building shell. Noise audible on the outside would be largely intermittent and would be expected to be quieter than other phases of construction in this table.

SOURCE: Luster Construction Management, July 30 and August 30, 1993; adapted from Bolt, Beranek and Newman, December 31, 1971, "Noise from Construction Equipment and Home Appliances," U.S. Environmental Protection Agency.

Construction noise is regulated by the San Francisco Noise Ordinance (Article 29 of the City Police Code). The ordinance requires that noise levels from individual pieces of construction equipment, other than impact tools, not exceed 80 dBA at a distance of 100 feet from the source. Impact tools (jackhammers, pile drivers, impact wrenches) must have both intake and exhaust muffled to the satisfaction of the Director of Public Works. Section 2908 of the Ordinance prohibits construction work between 8:00 p.m. and 7:00 a.m., if noise would exceed the ambient noise level by five dBA at the project property line, unless a special permit is authorized by the Director of Public Works. As noted above, the project would not include pile driving or its associated noise and vibration.

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

Noise levels greater than 60 dBA can interfere with normal speech and concentration. Noise levels greater than 70 dBA would require office workers to close windows or shout to communicate. General stress reaction has been observed in humans exposed to brief sounds of 75 dBA.[6] At noise levels of 85 dBA, normal conversation is extremely difficult, and sleep or rest virtually impossible. High noise levels also can lead to physiological effects, such as elevated blood pressure.[7]

Project construction would cause a noticeable increase in the noise levels around the project site. Land uses adjacent to the project site include the apartments at 512 Van Ness Avenue to the west, restaurant and retail uses to the west, north and northwest, and City Hall to the south (across McAllister Street). Vacant, earthquake-damaged State office buildings are located immediately north (across Redwood Street) and east (across Polk Street) of the site. At Van Ness Avenue, about 100 feet from the site, construction noise levels would range between 79 and 83 dBA. Actual noise levels would most likely be somewhat lower, by as much as 10 dB, since the existing apartment building would block construction noise generated on the project site from uses along Van Ness Avenue. Interior noise levels at uses, including restaurants along Van Ness Avenue (near McAllister Street and Redwood Street) could range from 55 to 60 dBA with windows closed; such levels would not affect normal speech and concentration. Residents of the adjacent apartments would be adversely affected by construction noise if they were home during project construction. Exterior noise levels at this building, during the noisiest phase of construction, would be about 89 dBA. With windows open, residents would experience interior noise levels of about 79 dBA and, with windows closed, about 69 dBA. These noise levels would be annoying and disruptive to residents who were at home, especially day sleepers.

Commercial uses to the west, north and northwest on Redwood Street, Golden Gate Avenue and Van Ness Avenue, approximately 70 feet from the project site, would experience, during the noisiest phase of construction, exterior noise levels of about 86 dBA. This exterior noise level would be reduced to an interior level of about 76 dBA, with windows open, or to about 66 dBA, with windows closed. With closed windows, construction noise would be expected to cause minor disruption. Civic Center Plaza would experience peak noise levels of approximately 83 dBA at the northwest corner during the noisiest phase of construction. The remainder of the plaza would experience noise levels of about 75 to 80 dBA. Such levels could discourage use of the plaza during construction. Lunchtime plaza users would probably be generally unaffected by construction noise, since construction workers typically cease construction activities during the lunch hour.

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

Additional developments in the immediate project vicinity are in different stages of planning, environmental review, approval, or construction. The New Main Library is currently under construction across Civic Center Plaza from the project site. Remodeling of the existing library building to house the Asian Art Museum is not yet determined. Daytime seismic renovation of City Hall would not commence until the new Courts Building were complete and occupied.[8] The State Building at 350 McAllister Street, across Polk Street east of the project site, is scheduled for renovation beginning in 1995. The State is planning construction of a new office tower on the site of the existing 455 Golden Gate Avenue building; funding and schedule are undetermined. None of these developments would be expected to affect noise levels at the nearest sensitive receptor, the 512 Van Ness Avenue apartments adjacent to the project site, where noise from project construction would dominate. Should any of those projects' construction schedules coincide with that of the Courts Building project, noise levels could incrementally increase at other locations, such as within Civic Center Plaza. Should one project be completed and a second begin soon after, noise impacts would be prolonged.

In summary, during the majority of construction activity, noise levels would be above existing levels in the project area. There would be times when noise would interfere with indoor activities in nearby residences and open space areas nearby the project site. These impacts would be temporary in nature and limited to the approximately 24-month period of construction. Construction noise would be reduced by required shielding of construction equipment. Stationary noise sources could be fully enclosed, with openings baffled and located so that they face away from residential uses. Noise could be further reduced by barriers erected around the site and around stationary equipment such as compressors, which would reduce construction noise by as much as five dBA, and by locating stationary equipment in pit areas or excavated areas, as those areas would serve as noise barriers. Barriers erected around the site, which would reflect or absorb noise, could further reduce noise impacts at pedestrian level (e.g., in Civic Center Plaza), but would not be effective in reducing noise at the adjacent apartment building or other nearby buildings because they probably could not be built high enough to block the path of sound when noise-generating construction activities were located above the barrier. The project contractor could shield the adjacent apartments from construction noise by locating stationary, noise-generating construction equipment as far from that apartment / restaurant building as possible and by erecting temporary barriers at the western edge of the Courts Building as construction progressed. It would be best to construction the north- and south-facing exterior walls as soon as possible in the construction process so that those walls could act as a noise barrier to receptors at the adjacent apartment / restaurant building and to users of Civic Center

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

Plaza. The western project wall would be built of concrete block,[9] which would serve to insulate the adjacent apartment / restaurant building from some noise impacts. Once this and the other exterior walls of the proposed Courts Building were completed, construction noise levels at adjacent uses would be noticeably reduced while the interior of the structure was under construction. Construction noise requires no further study and will not be addressed in the EIR.

Operational Noise - The Environmental Protection Element of the *Master Plan* contains guidelines for determining the compatibility of various land uses with different noise environments.[10] For office buildings (the most similar use in the *Master Plan*), the guidelines recommend that new construction or development should generally be discouraged at noise levels starting between 70 and 75 dBA. The project would be constructed in an area where background noise levels were found to be about 70 dBA. The project architect has indicated that noise insulation measures would be included as part of the design.[11]

The proposed project would not include housing; therefore, State Title 24 Noise Standards would not be applicable.

Because the project would essentially relocate Court uses across the street from City Hall, project operation would not result in a substantial increase in traffic in the area and would not result in perceptibly greater noise levels than those existing in the area. The amount of traffic generated by the project during any hour of the day, and cumulative traffic increases at the time of project completion, would cause traffic noise levels to increase by one dBA, Leq or less. To produce a noticeable increase in environmental noise, a doubling of existing traffic volume would be required; traffic increases of this magnitude would not occur with anticipated cumulative development, including the project.[12]

The project would comply with all San Francisco ordinances and regulations relating to noise, during construction and operation. As described above, the project would be required to comply with San Francisco Noise Ordinance, San Francisco Police Code Article 29. When completed, the project would comply with Section 2909, "Fixed Source Noise Levels," which regulates mechanical equipment noise. The eastern three-fourths of the project site and much of the surrounding area are within a P District, for which there are no specific limits included in Section 2909; therefore, the project would be required to comply with the noise limits of the nearest district in which limits are set forth in the law. The stricter of the two limits applicable to adjacent zones would be in the RC-4 district to the northwest of the project site, where the

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

ordinance limits equipment noise levels at the property line of an affected structure to 55 dBA between 10:00 p.m. and 7:00 a.m. and 60 dBA between 7:00 a.m. and 10:00 p.m. The Courts Building would comply with this limit. As equipment noise would be limited to 55 dBA to meet this nighttime limit, it would not be perceptible above the ambient noise levels in the project area; operational noise requires no further analysis and will not be included in the EIR.

NOTES - Noise

[1] San Francisco Department of City Planning, San Francisco Master Plan, Environmental Protection Element, p. I.6.13,15.

[2] dBA is a measure of sound in units of decibels (dB). The "A" denotes the A-weighted scale, which simulates the response of the human ear to various frequencies of sound. Ldn, the day-night average noise level, is a noise measurement based on human reaction to cumulative noise exposure over a 24-hour period, taking into account the greater annoyance of nighttime noises; noise between 10 p.m. and 7 a.m. is weighted 10 dBA higher than daytime noise.

[3] San Francisco Department of City Planning, Downtown Plan EIR, Case No. 81.3E, certified October 18, 1984, Volume 1, pp. IV.J.1-19, particularly Table IV.J.2, pp. IV.J.9-10.

[4] *San Francisco Main Library EIR*, 90.808E, Final EIR certified February 27, 1992; p. 165.

[5] United States Department of Transportation, Federal Highway Administration, Policy and Procedure Memorandum 90-2, February 8, 1973.

[6] The Central Institute for the Deaf, Effects of Noise on People, U.S. EPA, 1971.

[7] Cohen, Sheldon et al., "Cardiovascular and Behavioral Effects of Community Noise," American Scientist, Volume 69, October 1981.

[8] City Hall seismic work is scheduled to begin at night in January 1995.

[9] Burrows, William, Vice President, Luster Construction Management, telephone conversation, August 30, 1993.

[10] San Francisco Department of City Planning, San Francisco Master Plan, Environmental Protection Element, p. I.6.17.

[11] Tully, Jim, architect, Ross-Drulis / Hood Miller Joint Venture, telephone conversation, August 24, 1993.

[12] See Downtown Plan EIR, Vol. 1, Section IV.E generally and Section IV.J., pp. IV.J.8-18. Increases of 1 dBA or less in environmental noise are not noticeable by most people outside a laboratory situation (National Academy of Sciences, Highway Research Board, Research Report No. 117 (1971)). (See also FHWA Highway Traffic Noise Prediction Model, Report #FHWA-RD-77-108, December 1978, p. 8, regarding doubling of traffic volumes producing increases of 3 dBA or more, which are noticed by most people).

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

6) Air Quality/Climate. Could the project:	Yes	No	Discussed
* (a) Violate any ambient air quality standard or contribute substantially to an existing or projected air quality violation?	___	X	X
* (b) Expose sensitive receptors to substantial pollutant concentrations?	___	X	X
(c) Permeate its vicinity with objectionable odors?	___	X	___
(d) Alter wind, moisture or temperature (including sun shading effects) so as to substantially affect public areas, or change the climate either in the community or region?	X	___	X

Air Quality - Two types of air quality impacts could be expected from the proposed project: long-term impacts related to use and operation of the project, and short-term impacts from construction activity. The Bay Area Air Quality Management District (BAAQMD) has established thresholds for projects requiring its review for potential air quality impacts. Those thresholds are based on the minimum size projects which the District considers capable of producing air quality problems. Because the project essentially would relocate court uses to the project site from City Hall across the street, with incremental employment growth in the immediate vicinity due to the relocation of some Juvenile Court functions from Youth Guidance Center, the project would not exceed the BAAQMD's minimum standard of 2,000 trips per day. Therefore, no significant operational air quality impacts would be generated by this project, and operational air quality effects require no further analysis and will not be included in the EIR.

Construction activities would temporarily affect local air quality. Demolition and construction activities would not involve burning of any materials and would not create objectionable odor. Demolition, grading and other construction activities would temporarily affect local air quality for about 24 months, causing a temporary increase in particulate dust and other pollutants. Dust emission during demolition and excavation would increase particulate concentrations near the site. Dustfall can be expected at times on surfaces within 200 to 800 feet. Under high winds exceeding 12 miles per hour, localized effects including human discomfort might occur downwind from blowing dust. Construction dust is composed primarily of particularly large particles that settle out of the atmosphere more rapidly with increasing distance from the source and are easily filtered by human breathing passages. In general, construction dust would result in more of a nuisance than a health hazard in the vicinity of construction activities. With prevailing winds from the west to the east, construction dust emissions generally would be

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

carried away from the residents and restaurant patrons at 512 Van Ness Avenue. About one-third of the dust generated by construction activities consists of smaller size particles in the range that can be inhaled by humans (*i.e.*, particles 10 microns or smaller in diameter, knows as PM_{10}, although those particles are generally inert. Persons with respiratory diseases immediately downwind of the site, as well as any unprotected electronics equipment, could be sensitive to this dust. More of a nuisance than a hazard for most people, this dust could affect persons with respiratory diseases, as well as sensitive electronics or communications equipment. The project sponsor would require the contractor to wet down the construction site twice a day during construction to reduce particulates by at least 50 percent; would require covering soil, sand and other material; and would require street sweeping around demolition and construction sites at least once per day (see mitigation, p. 47).

Diesel-powered equipment would emit, in decreasing order by weight, nitrogen oxides, carbon monoxide, sulfur oxides, hydrocarbons and particulates. This would increase local concentrations temporarily but would not be expected to increase the frequency of violations of air quality standards. The project sponsor would require the project contractor to maintain and operate construction equipment in such a way as to minimize exhaust emissions (see mitigation, p. 47). Construction air quality effects require no further analysis and will not be included in the EIR.

Shadow - Civic Center Plaza, located diagonally across Polk and McAllister Streets to the southeast of the project site, is subject to City Planning Code limitations on additional shadow on a public open space (Section 295). The EIR will discuss potential shadowing impacts of the project on sidewalks, parks and other open spaces. The analysis will include shadow diagrams.

Wind[1] - Wind conditions partly determine pedestrian comfort on sidewalks and in other public areas. Large buildings can redirect wind flows around and down to street level, resulting in increased wind speed and turbulence at street level. In order to provide a comfortable wind environment for people in San Francisco, the City established specific comfort criteria to be used in the evaluation of proposed buildings. The City Planning Code specifically outlines these criteria for the Downtown Commercial (C-3) District and each of the Rincon Hill, Van Ness Avenue, and South of Market areas [Sec. 148, 249.1(a)(3), 243(c)(8), 263.11(c)]. The criteria of Section 148 are not required for the project site, which is outside the C-3 District. For purposes of this discussion, however, the project is examined in relation to the 7 mph and 11 mph comfort criteria and the 26 mph hazard criterion.

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

The comfort criteria are based on pedestrian-level wind speeds that include the effects of turbulence, referred to as equivalent wind speeds. Section 148 of the City Planning Code establishes equivalent wind speeds (as defined in the Code) of 7 mph and 11 mph as comfort criteria for public seating areas and pedestrian use areas, respectively, and 26 mph equivalent wind speed as a wind hazard criterion. New buildings and additions to buildings may not cause ground-level winds to exceed the comfort levels more than ten percent of the time year round between 7:00 a.m. and 6:00 p.m., nor reach the hazard level for a single hour of the year. If existing wind speeds exceed the comfort level, new buildings and additions must be designed to reduce ambient wind speeds to meet the requirements.

Wind-tunnel tests were conducted for the New Main Library Environmental Impact Report (90.808E) including the library setting in its existing condition; the library project ("New Main Library and addition to existing library") in the existing setting ("existing plus project conditions"); and the library project and potential development in the existing setting ("project plus potential development"). Potential development included the approximate maximum building envelope of a 70-foot-tall building at the Courts Building site (compared to the 80-foot-tall project as now proposed). The 10-foot difference between the 70-foot-tall building assumed in the New Main Library EIR wind study and the 80-foot-tall Courts Building now proposed also would not be expected to alter the conclusions of the modeled wind conditions. The prior (library) test adequately represents the wind conditions at each of the locations tested with and without the Courts Building.

In the library test, forty-three test locations were studied for the three scenarios for the four prevailing wind directions: northwest, west-northwest, west, and southwest. These wind conditions are the most common in San Francisco, and are therefore the most representative for evaluation. Twelve of the forty-three test locations corresponded to representative outdoor seating locations. The remaining test locations are considered pedestrian areas. There were no test locations on the Courts Building project block itself.

Compared with the existing setting, the wind environment of the "project plus potential development" scenario, which included development on the Courts Building site, would result in a decrease in wind speeds at 22 locations, an increase at 9 locations, and no change at 12 locations. Winds at eleven of the seating area locations, in or near Civic Center Plaza, United Nations Plaza and the then-proposed Fulton Street Mall, would continue to exceed the 7-mph seating criterion; one location at the entrance to City Hall would decrease from 8 to 7 mph, thus

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

meeting the 7-mph seating criterion. The percentage of time the criterion was exceeded would decrease at six of the remaining eleven sites, would remain the same at three sites, and would increase at two sites. Wind speeds in the pedestrian areas would continue to range from 6 to 21 mph. The three locations near Polk, Hayes and Market Streets, near the Fox Plaza Building would continue to exceed 26 mph for more than one hour per year, as is the case in the existing condition.

Overall, 25 of the total 43 locations included in this potential development scenario would experience winds exceeding the 11-mph pedestrian-comfort criterion, four fewer than under existing conditions. No new exceedences of the hazard criterion would occur with this Main Library "project plus potential development" scenario from the library EIR test, which, as stated above, included development on the Courts Building site. Because the wind analysis for the New Main Library EIR found that the future potential development conditions, including development at the Courts Building site, would result in fewer locations with exceedence of pedestrian comfort criterion, and would not cause new exceedences of the hazard criterion, wind effects of the proposed Courts Building project would not be expected to be significant in or around Civic Center Plaza.

The New Main Library EIR wind study did not include test locations on the Courts Building block itself. The Courts Building site is one block south of the 20-story Phillip Burton Federal Building at 450 Golden Gate Avenue. The Federal Building area is known to experience high street-level winds. In wind analysis of projects at 600 Van Ness Avenue and 650 Van Ness Avenue (which also were included in the "project plus potential development" scenario for the library test), existing wind speeds were found to exceed the pedestrian comfort criterion (11 mph) at three locations at the Polk Street / Golden Gate Avenue intersection, near the southwest corner of the Federal Building. Additionally, at one location on the east sidewalk of Polk Street north of Golden Gate Avenue, wind speed exceeds the hazard criterion (26 mph).[2] There are no known test results for the McAllister, Polk or Redwood Streets frontages of the Courts Building block (other than at the intersection of Polk and Golden Gate).

Development of the proposed Courts Building at Polk and McAllister Streets could affect these existing wind conditions. However, these effects of the Courts Building are expected to be small. The scale of the Courts Building would be similar to other buildings in the Civic Center area, and the New Main Library EIR wind study found small differences in wind conditions at test locations for a new building of similar height. The Courts Building could have larger effects

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

at street level adjacent to the site, on McAllister, Polk or Redwood Streets. The Courts Building itself may cause increases in wind on adjacent streets that could exceed the pedestrian criterion. However, it would not be expected to cause exceedence of the hazard criterion there. In view of the above, wind effects of the proposed project would not be expected to be significant. This topic will not be discussed in the EIR.

NOTES - Air Quality

[1] The analysis of wind is based on a study entitled *Wind-Tunnel Test of the San Francisco Main Library Project*, August 1, 1991, prepared by Bruce R. White, Ph.D., for Environmental Science Associates, Inc., and memorandum, dated September 15, 1993, by Charles Bennett, Environmental Science Associates; the complete report and memorandum are on file and available for review at the Department of City Planning, Office of Environmental Review, 450 McAllister Street, San Francisco, CA.

[2] EIP Associates, Wind Tunnel Analysis for the Proposed 650 and 600 Van Ness Avenue Projects," February 1990; and Ballanti, Donald, telephone conversation, August 27, 1993.

7) Utilities/Public Services. Could the project:	Yes	No	Discussed
* (a) Breach published national, state or local standards relating to solid waste or litter control?	___	X	___
* (b) Extend a sewer trunk line with capacity to serve new development?	___	X	___
(c) Substantially increase demand for schools, recreation or other public facilities?	___	X	___
(d) Require major expansion of power, water, or communications facilities?	___	X	___

The proposed project would increase demand for and use of public services and utilities on the site and increase water consumption, but not in excess of amounts expected and provided for in the project area. Service providers have indicated that demand attributable to the project would not require additional personnel or equipment.[1]

NOTE - Utilities/Public Services

[1] Copies of memoranda of telephone conversations with service providers and service provider questionnaire responses are available for review at the Department of City Planning, 450 McAllister Street, San Francisco.

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

8) Biology. Could the project:	Yes	No	Discussed
* (a) Substantially affect a rare or endangered species of animal or plant or the habitat of the species?	____	X	X
* (b) Substantially diminish habitat for fish, wildlife or plants, or interfere substantially with the movement of any resident or migratory fish or wildlife species?	____	X	____
(c) Require removal of substantial numbers of mature, scenic trees?	____	X	X

The project site is covered primarily by impervious surfaces, including a parking lot. Four mature trees and a hedge of shrubs are located on or adjacent to the project site, in or around the parking lot at the corner of Polk and McAllister Streets. Three of the trees (*platanus acerifolia,* London plane tree) are street trees in the sidewalk along McAllister Street while the remaining tree (*pinus canariensis,* Canary Island pine) and shrubs (*myrtus communis,* Myrtle) face Redwood Street. An additional London plane tree is on the sidewalk on the McAllister Street side of the 512 Van Ness Avenue apartment / restaurant building. None of the trees or shrubs on the project site are rare or endangered species.[1] The tree and shrubs on the parking lot would be removed for the project, and the three street trees along the McAllister Street side of the project site could be removed. The project would include replacement street trees. The project would not affect any threatened, rare or endangered plant life or habitat. The project would not interfere with any resident or migratory species. This topic will not be discussed in the EIR.

NOTE - Biology

[1] Site survey conducted by Environmental Science Associates, July 1, 1993.

9) Geology/Topography. Could the project:	Yes	No	Discussed
* (a) Expose people or structures to major geologic hazards (slides, subsidence, erosion and liquefaction)?	____	X	X
(b) Change substantially the topography or any unique geologic or physical features of the site?	____	X	____

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

A preliminary geotechnical investigation has been made for the project[1], and a detailed geotechnical report would be prepared by a California-licensed geotechnical engineer prior to commencement of construction. The project sponsor and contractor would follow the recommendations of the final report regarding any excavation and construction for the project.

The site is relatively level, with an elevation of about 60 feet, San Francisco City Datum (SFD).[2] A boring in May 1993 revealed that there is approximately 5 to 13 feet of loose to medium-dense sand fill beneath the site, underlain by dense to very dense Dune Sand. A thin, organic layer of clay (formerly topsoil) was found at a depth of 68 feet, and this layer is underlain by clayey sand, sandy clay and sand of the Colma formation. Bedrock is estimated to be at a depth of about 180 feet below the surface.

The risk of liquefaction (a temporary loss of strength in loose, saturated soils due to groundshaking, as from an earthquake) on the project site is relatively low, due to the density of saturated sands beneath the site. Similarly, the potential for subsidence and resulting differential settlement is considered low with project implementation, because the proposed foundations would be below the depth of the upper layer of loose to medium-dense sand.

Groundwater was measured at the site in March 1993 at about 17 feet below the surface. Excavation for the basement level would extend to an elevation of about 13 feet. Dewatering could be required during excavation, particularly if excavation were performed in the wetter, winter months, but would not be expected to cause settlement of adjacent buildings.[3] Measures to mitigate potential dewatering impacts are proposed as part of the project (see Mitigation Measures, p. 48).

Shoring would be required to retain excavated slopes and adjacent structures during construction. Soldier piles with tie-backs and lagging[4] would be used to retain slopes around the site.[5] The soldier piles would be placed in drilled holes and none of the excavation shoring would require pile driving.[6] A conventional wood and steel support system would be constructed to secure the adjacent apartment / restaurant building at 512 Van Ness Avenue during excavation. The building contractor must comply with the San Francisco Building Code and the Excavation Standards of the California Occupational Safety and Health Agency during excavation and shoring.

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

The Courts Building would be constructed on a concrete mat foundation or on spread footings (large concrete blocks that distribute the weight of support columns). No pile driving would be required for foundation construction.[7]

The project would be constructed to meet the current seismic engineering standards of the San Francisco Building Code, which is designed to allow for some structural damage to buildings, but not collapse, during a major earthquake. (See Mitigation Measures for the project's emergency response plan, p. 49.) The Courts Building would replace three on-site buildings constructed prior to the enactment of these seismic standards. The new building would be more resistant to earthquake damage than are the existing buildings on the project site. Persons using the site after project construction would be relatively safer than those using the site in its present condition in the event of a major earthquake. The project would not result in a substantial change in population, as discussed above under that topic. Therefore, the project would not expose a substantially larger number of persons than at present to earthquake hazards in the project area.

The final building plans would be reviewed by the Bureau of Building Inspection (BBI). In reviewing building plans, the BBI refers to a variety of information sources to determine existing hazards and assess requirements for mitigation. Sources reviewed include maps of Special Geologic Study Areas and known landslide areas in San Francisco as well as the building inspectors' working knowledge of areas of special geologic concern. The above-referenced geotechnical investigation would be available for use by the BBI during its review of building permits for the site. Also, the BBI could require that additional site-specific soils report(s) be prepared in conjunction with permit applications, as needed.

The closest active faults to the site are the San Andreas Fault, about eight miles southwest of the site; the San Gregorio Fault, about 12 miles southwest of the site; and the Hayward and Calaveras Faults, about 13 and 25 miles east of the site, respectively. The project area would experience Very Strong ground shaking during a major earthquake (Intensity Level C - masonry badly cracked with occasional collapse; frame buildings lurched when on weak underpinning with occasional collapse).[8]

The *Downtown Plan EIR* discussed cumulative seismic impacts. In summary, the Downtown & Vicinity (including the project site), like other parts of San Francisco and the Bay Area, is subject to ground shaking from potentially large earthquakes on the San Andreas and Hayward

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

Faults, as well as on other faults in the region. In the event of a major earthquake, glass, and in some cases building cladding, is expected to endanger those on the streets and sidewalks of the Downtown & Vicinity. The bridges leading to and from San Francisco are expected to be closed for over three days due to damaged access ramps. The same would be true of the freeways heading south to the Peninsula. MUNI and Caltrain would be out of service for some time, and power outages would occur for at least one or two days (see Downtown Plan EIR, pp. IV.K.1-17a; Mission Bay EIR, Vol. II, pp. VI.K.11-15 and 33-43; South of Market EIR, pp. 154-174).

The Loma Prieta earthquake of October 1989, with its epicenter about 50 miles from the project site, resulted in the collapse or foundation failure of a number of buildings, mostly near the epicenter area but also in other parts of the Bay Area, including San Francisco and Oakland. Liquefaction and ground settlement occurred in places farther from the epicenter (primarily, for example, in the Marina and South-of-Market districts in San Francisco and at the Oakland International Airport. In San Francisco, the most serious damage occurred in the Marina District and in the South-of-Market District. Much of the heaviest damage in those areas was associated with liquefaction and settlement of weak saturated soils. Fires resulted from ruptured utility lines. The earthquake-damaged Embarcadero Freeway and a portion of the Central Freeway have been demolished. In general, damage was lighter in areas underlain by firmer soils, such as those at the project site. However, the Loma Prieta earthquake did cause structural and non-structural damage to several buildings in the Civic Center area. City Hall and the City Hall Annex (450 McAllister Street, on the site) sustained non-structural damage and remain open. Two State office buildings - 350 McAllister Street, built in 1926, and 525 Golden Gate Avenue, constructed about 1960 - remain closed due to structural damage. The existing Main Library was closed temporarily after the earthquake because book stacks on the building's north side were loosened. The Main Post Office and Federal Courts Building at Seventh and Mission Streets (southeast of the project site) remains closed and is under renovation after sustaining structural damage.

The type of damage caused by the 1989 earthquake is typical of moderate-sized earthquakes. Damage that occurred at distances of up to 50 miles from the epicenter is evidence that the project area may be adversely affected by earthquakes occurring on any of the region's major faults. An earthquake of similar or larger magnitude could occur again on the San Andreas, Hayward, Calaveras or other Bay Area faults. The Mission Bay EIR analyzes seismic impacts for an 8.4 magnitude earthquake on the San Andreas Fault, a 6.9 magnitude earthquake on the Hayward Fault, a 7.3 magnitude earthquake on the Calaveras Fault, and a 7.1 magnitude

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

earthquake on the San Gregorio Fault and describes damage conditions that generally are greater than what were experienced during the Loma Prieta earthquake. Other active faults in the region could produce smaller earthquakes.

No further analysis of geology and seismicity is required in the EIR.

NOTES - Geology

[1] Treadwell & Rollo, Inc., *Draft Preliminary Geotechnical Investigation, Courthouse Building, San Francisco, California*, June 21, 1993. Information from that report is summarized here; this section also summarizes information presented in the *San Francisco Main Library EIR*, Case No. 90.808E, Final EIR certified February 27, 1992.

[2] San Francisco City Datum (SFD) establishes the City's zero point for surveying purposes at approximately 8.6 feet above mean sea level.

[3] Burrows, William, Vice President, Luster Construction Management (project construction manager), telephone conversation, August 3, 1993.

[4] This shoring system consists of large steel "H"-beams placed vertically in the ground, connected to tie-backs anchored in the side of the excavation site, and wooden boards (lagging) placed between the H-beams to prevent the sides of the excavation from collapsing.

[5] Burrows, William, Vice President, Luster Construction Management, letter, July 30, 1993.

[6] If the holes for the soldier piles cannot be drilled due to soil conditions, a vibratory driver would be used. That equipment is unlike a conventional impact driver and does not produce similar noise or vibration (William Burrows, Vice President, Luster Construction Management, telephone conversation, September 7, 1993).

[7] Burrows, William, Vice President, Luster Construction Management, letter, July 30, 1993.

[8] URS/John A. Blume and Associates, San Francisco Seismic Safety Investigation, 1974. Ground shaking intensities in San Francisco that would result from a major earthquake were projected and classified on a five-point scale ranging from E (weak) through A (very violent).

10) Water. Could the project:	Yes	No	Discussed
* (a) Substantially degrade water quality, or contaminate a public water supply?	___	X	X
* (b) Substantially degrade or deplete ground-water resources, or interfere substantially with groundwater recharge?	___	X	X
* (c) Cause substantial flooding, erosion or siltation?	___	X	X

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

The project site is nearly completely covered by impervious surfaces (consisting of an asphalt parking lot and three buildings), with a small amount of shrubbery and a tree placed in the parking lot for landscaping. The project would cover nearly the entire site with a new Courts Building; the only area not proposed to be built upon is approximately 100 sq. ft. at the southeast corner, where the corner would be chamfered (45° angle). Because the area of impervious surfaces would remain virtually the same as at present, there would be no discernible increase in surface runoff from the site.

Runoff from the site contains common urban water pollutants, which could include oil and metals from automobiles. Runoff quality from the site would likely improve with the elimination of the parking lot. The general drainage pattern of the site would not be altered; site runoff would drain into the City's combined sanitary and storm sewer system.

Local lore refers to an "underground stream" in the Civic Center area. At one time, groundwater that infiltrated the Hayes Valley area of San Francisco may have been concentrated into two subsurface drainages which passed through the project vicinity (these may have been surface drainages that were progressively filled with dune sand through natural processes and eventually covered by artificial fill).[1] Since the urbanization of the Hayes Valley area and the collection and routing of storm water to San Francisco's combined storm and sanitary sewer system, most of the infiltration that supplied those localized groundwater flows has been cut off, and this localized concentration of groundwater has likely ceased.

Based on groundwater measurements made for the geotechnical report for the project, groundwater at the site currently occurs at about 17 feet below the surface. The floor of the Courts Building basement would be about 13 feet below grade. Thus, excavation required for the project would not be expected to extend below the water table. Dewatering could be required for excavation, however, particularly if excavation were to occur during the wetter, winter months, but would not be expected to cause settlement of adjacent buildings because the amount of dewatering would not be substantial.[2] The project includes measures to mitigate this potential impact. A mitigation measure that would reduce the amount of sediment in the water removed from the excavation before discharge into the City's combined storm and sanitary sewer system is included in the project (see p. 48).

After construction, seepage could occur and sump pumps could be required to keep the basement dry (as is the case at City Hall, Opera House, and the Veterans' Building). Because most of the

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

site is already covered by impervious surfaces, groundwater recharge would not be affected by the project.

No further analysis of water resources is required in the EIR.

NOTES - Water

[1] Forbes, Hyde, Consulting Engineering Geologist, Investigation of Ground and Water Conditions, Proposed Exhibit Hall Site, Civic Center, 1954.

[2] Burrows, William, Vice President, Luster Construction Management, telephone conversation, August 3, 1993.

11) Energy/Natural Resources. Could the project:	Yes	No	Discussed
* (a) Encourage activities which result in the use of large amounts of fuel, water, or energy, or use these in a wasteful manner?	___	X	X
(b) Have a substantial effect on the potential use, extraction, or depletion of a natural resource?	___	X	X

The existing building at 450 McAllister Street is heated by a steam boiler in the City Steam Plant at Larkin and McAllister Streets, part of the Civic Center steam loop system that serves public buildings in the area. The plant has two three-phase, 208-volt motors that pump water into the boilers; these were converted from DC to AC operations in 1989. On a proportional basis approximately four percent of the energy produced by the steam plant is consumed by the building at 450 McAllister Street. The City office building at 460 McAllister Street and the Society of California Pioneers Building at 456 McAllister Street are not served by the steam plant.

Electricity is made available by the City and County of San Francisco Public Utilities Commission through its Hetch Hetchy Water and Power Division.

The existing buildings at 450, 456, and 460 McAllister Street use approximately 10.5 billion Btu of energy per year, mostly for electricity and natural gas.[1,2]

Removal of existing paved parking surfaces and building demolition would require consumption of an unknown amount of energy. Fabrication and transportation of building materials, worker

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

transportation, site development, and building construction would require about 377 billion Btu of gasoline, diesel fuel, natural gas, and electricity.[3] Distributed over the estimated 50-year life of the project, construction-related energy use would be about 7.5 billion Btu per year, or about 25 percent of annual building operational energy requirements.[4]

New buildings in San Francisco are required to conform to energy conservation standards specified by Title 24 of the California Code of Regulations. Documentation showing compliance with these standards is submitted with the application for the project's building permit. Title 24 standards are enforced by the Bureau of Building Inspection.

Energy use for the project would be more intensive than, for example, residential uses due to special conditioning and security needs of the proposed Courts Building, but would be expected to be comparable to modern office uses.

Table 1 shows the estimated operational energy that would be used by the new Courts Building. Energy consumption at the Courts Building would be offset by the displacement of the existing uses and the 450, 456, and 460 McAllister Street buildings, coupled with increased efficiency in energy use in the newer building. Thus, the total net increase of energy consumption for the project would about 19 billion BTU annually. Figures 4 and 5 (pp. 39 and 40) show the annual and peak daily electricity and natural gas consumption for the proposed new Courts Building. These estimates assume that the new Courts Building would be heated by natural gas and would not be connected to the Civic Center Steam Loop.[5,6]

Peak hourly demand for electricity for the new Courts Building would occur in mid-day in late summer and early autumn and would be about 1,200 kilowatts (kW), which is about 0.007 percent of PG&E's peak load of 16,600 megawatts (MW).[7] Peak daily demand for natural gas at the new Courts Building would occur in January and would be about 10,520 cubic feet, about 0.0003 percent of PG&E's peak day send-out of 3.6 billion cubic feet.[8]

PG&E has indicated that project energy consumption resulting from development would not be significant and that conclusion remains valid for the future and project conditions.[9]

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

TABLE 1: ESTIMATED OPERATIONAL ENERGY USE AT NEW COURTS BUILDING /a,b/

Daily Natural Gas Consumption /c,d/

Estimated natural gas consumption per sq. ft.	22 Btu /e/
Estimated total natural gas consumption	50 Therms (5 million Btu)

Monthly Electric Consumption /c,d/

Estimated electricity consumption per sq. ft.	0.98 kWh (10,000 Btu) /d/
Estimated total electricity consumption	225,000 kWh (2.3 billion Btu)

Annual Consumption /d/

Estimated total annual natural gas consumption	18,120 Therms (1.8 billion Btu)
Estimated total annual electricity consumption	2.7 million kWh (27.7 billion Btu)
Estimated total annual energy consumption	29.5 billion Btu (4,900 barrels of oil)

NOTES:

/a/ Energy use includes space conditioning, service water heating, and lighting in accordance with allowable limits under Title 24. Estimated electricity consumption is based on Title 24 estimates plus an additional three kWh/sq. ft.-yr., consumed by appliances such as typewriters, computers, coffee makers, etc.

/b/ Monthly and annual figures may not match due to rounding to three significant digits.

/c/ Electricity and natural gas consumption was based on estimates provided by Ajmani & Associates, Inc., Mechanical & Electrical Engineers (letter, August 16, 1993). Calculations for the project are on file at the Department of City Planning, Office of Environmental Review, 450 McAllister St.

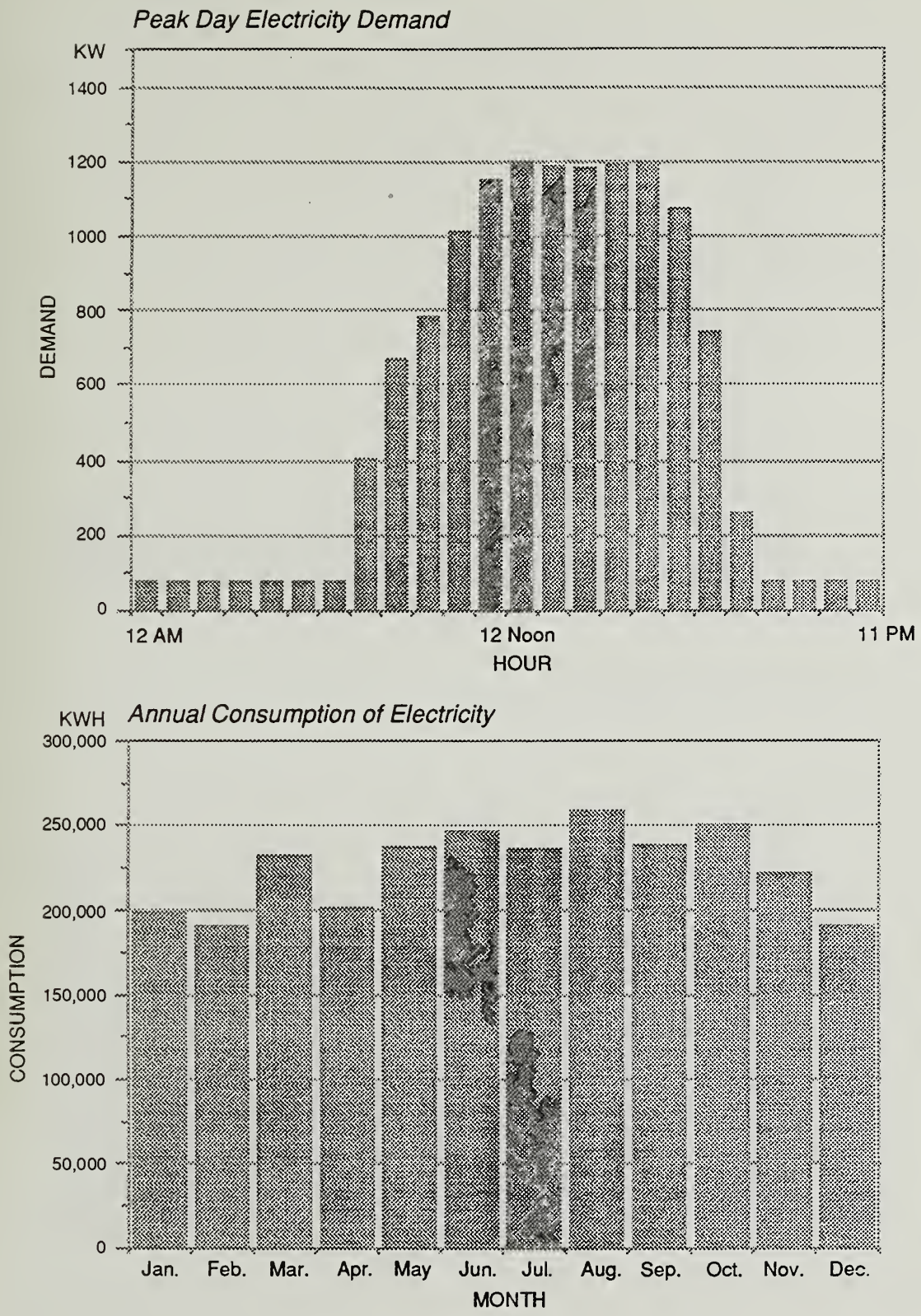
/d/ Energy Conversion Factors:

one gallon gasoline	= 125,000 Btu
one kilowatt hour (kWh)	= 10,239 Btu (includes energy loss during production and transmission)
one therm	= 100,000 Btu
one barrel oil	= 5,600,000 Btu

/e/ Btu (British thermal unit: a standard unit for measuring heat. Technically, it is the quantity of heat required to raise the temperature of one pound of water one degree Fahrenheit at sea level.)

SOURCE: Ajmani & Associates, Orion Environmental Associates, and Department of City Planning.

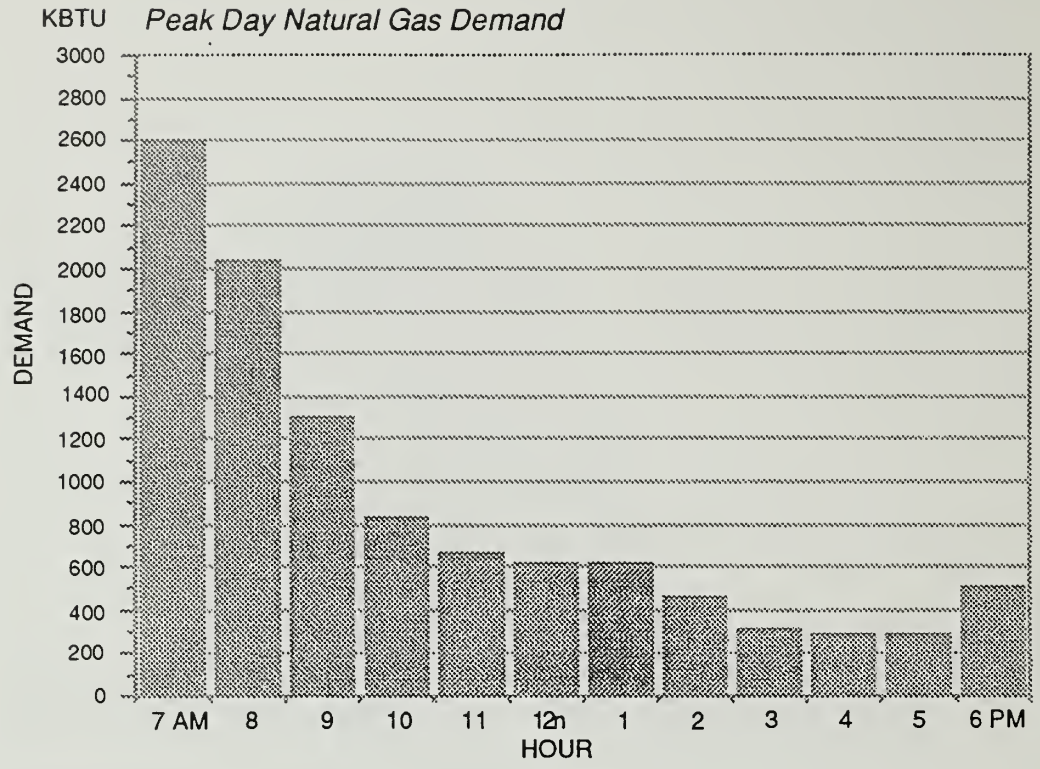
* Derived from State EIR Guidelines, Appendix G, normally significant effect.

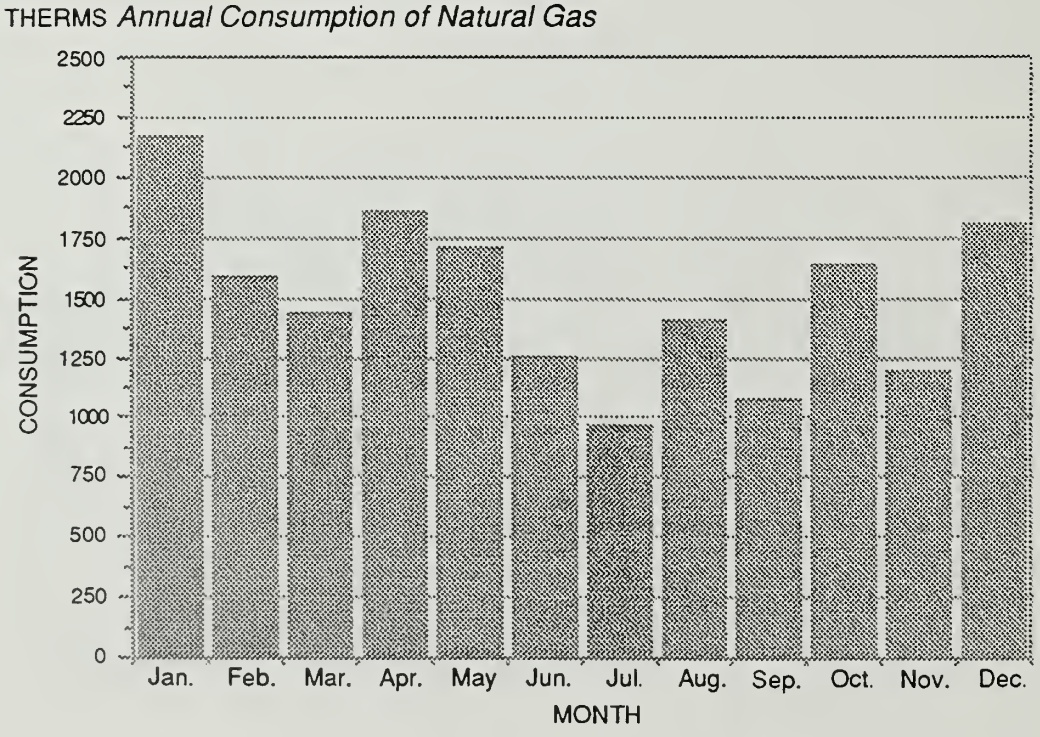


SOURCE: Ajmani & Associates, Inc.,
Orion Environmental Associates

Case No. 93.546E / San Francisco Courts Building ■

Figure 4
Estimated Electrical Peak Day Consumption
and Annual Electrical Load Distribution





Case No. 93.546E / San Francisco Courts Building ■

SOURCE: Ajmani & Associates, Inc.,
Orion Environmental Associates

Figure 5
Estimated Gas Peak Day Consumption
and Annual Gas Load Distribution

Increased demand for electricity in San Francisco to the year 2000 would be met by PG&E from nuclear sources, oil and gas facilities, hydroelectric and geothermal facilities, and other sources such as cogeneration, wind and imports. PG&E plans to continue receiving most of its natural gas from Canada and Texas under long-term contracts.

There would be no project-related transportation energy consumption since the project would not directly result in new trip generation. This topic, energy consumption impacts, requires no further analysis and will not be discussed in the EIR.

NOTES - Energy/Natural Resources

[1] The British thermal unit (Btu) is the quantity of heat required to raise the temperature of one pound of water one degree Fahrenheit at sea level; all references to Btu in this Initial Study are at-sources values. The term "at-source" means that adjustments have been made in the calculation of the thermal energy equivalent (Btu) for losses in energy that occur during generation, transmission, and distribution of the various energy forms as specified in:

ERCDC, 1977, Energy Conservation Design Manual for New Non-Residential Buildings, Energy Conservation and Development Commission, Sacramento, California, and Apostolos, J.A., W.R. Shoemaker, and E. C. Shirley, 1978 Energy and Transportation System, California Department of Transportation, Sacramento, California, Project #20-7, Task 8.

[2] Existing energy consumption was determined from information provided by Hetch Hetchy Bureau of Light, Heat and Power; San Francisco Thermal; Society of California Pioneers, and the San Francisco Bureau of Architecture. In the case of space heating for the existing City Hall Annex building at 450 McAllister Street, a percentage of the City steam plant's energy consumption was assigned to the City Hall Annex based on its proportionate size in relation to all buildings served by the steam plant.

[3] Hannon, B., et al., 1978, "Energy and Labor in the Construction Sector," Science 202:837-847.

[4] The estimated 50-year life of the project is considered an industry standard by engineers, architects, and planners. It does not imply that the new proposed Courts Building would "last" only 50 years.

[5] Ajmani, Harjinder S., P.E., President, Ajmani & Associates, Inc., letter to Jim Tully, Hood Miller Associates / Ross-Drulis (project architect), August 16, 1993.

[6] Should the proposed Courts Building be connected to the steam loop, energy use could change depending on other properties on the steam loop, operating hours, etc. In addition, the steam loop may be renovated, which would increase the system's operating efficiency.

[7] PG&E electrical and natural gas demand is from PG&E's Pacific Gas and Electric Company 1991 Annual Report.

[8] Ibid.

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

[9] Copies of memoranda of telephone conversations with service providers and service provider questionnaire responses are available for review at the Department of City Planning, Room 600, 450 McAllister Street, San Francisco.

12) Hazards. Could the project:	Yes	No	Discussed
* (a) Create a potential public health hazard or involve the use, production or disposal of materials which pose a hazard to people or animal or plant populations in the area affected?	X		X
* (b) Interfere with emergency response plans or emergency evacuation plans?		X	X
(c) Create a potentially substantial fire hazard?		X	X

The project would not create a potential public health hazard through the production or disposal of harmful materials.

Because the project would essentially relocate court uses across the street from City Hall, it would not be expected to substantially increase the daytime population in greater downtown San Francisco. Emergency response or evacuation plans for the Civic Center and downtown would not be affected. The project would be required to conform to the Life Safety provisions of the San Francisco Building Code and Title 24 of the California Code of Regulations. The project would replace three buildings constructed prior to the enactment of those code requirements. An evacuation and emergency response plan would be developed as part of the proposed project (see Mitigation on p. 49). The project's emergency plan would be coordinated with the City's emergency planning activities. These mitigation measures are proposed as part of the project, and emergency response required no further study. It will not be included in the EIR.

Asbestos surveys have been performed for the existing buildings on the project site, all three of which would be demolished.[1] Asbestos-containing materials used in two of the three buildings (450 and 460 McAllister Street) are still present. Demolition of the existing buildings must comply with State law which requires, where there is asbestos-related work involving 100 square feet or more of asbestos-containing materials, that a contractor be certified and that certain procedures be followed.[2] Section 19827.5 of the California Health and Safety Code, adopted January 1, 1991, requires that local agencies not issue demolition permits until an applicant has demonstrated compliance with notification requirements under applicable Federal regulations

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

regarding hazardous air pollutants, including asbestos. The project sponsor would have the project contractor conform to State regulations for the removal of toxic materials in the existing structures. The Bay Area Air Quality Management District (BAAQMD) is vested by the California legislature with authority to regulate airborne pollutants, including asbestos, through both inspection and law enforcement, and is to be notified ten days in advance of any proposed demolition. Notification includes the names, addresses and phone numbers of operations and persons responsible, including the contractor; description and location of the structure to be renovated/demolished including size, age and prior use, and the approximate amount of friable asbestos; scheduled starting and completion dates of demolition; nature of planned work and methods to be employed; procedures to be employed to meet BAAQMD requirements; and the name and location of the waste disposal site to be used.

According to BAAQMD Regulation 11, Rule 2, if a structure is to be demolished, friable (crumbly) and potentially friable asbestos must be removed as disposed of properly. Workers and the public could be exposed to asbestos fibers that become airborne during removal.[3] If legally required procedures were followed, exposure of workers and the public to asbestos would be within applicable safety standards. The District randomly inspects removal operations. In addition, the District inspects any removal operations concerning which a complaint has been received.

The local office of the State Occupational Safety and Health Administration (OSHA) must be notified of asbestos abatement to be carried out. Asbestos abatement contractors must follow State regulations contained in 8 CCR 1529 and 8 CCR 341.6 through 341.14 where there is asbestos-related work involving 100 square feet or more of asbestos-containing material. Asbestos removal contractors must be certified as such by the Contractors Licensing Board of the State of California. The owner of the properties where abatement would occur must have a Hazardous Waste Generator Number assigned by, and registered with, the California Department of Health Services in Sacramento. The contractor and the hauler of the material are required to file a Hazardous Waste Manifest which details the hauling of the material from the site and the disposal of the material. Pursuant to California law, the Bureau of Building Inspection (BBI) would not issue the required permit until the applicant has complied with the notice requirements above.

These regulations and procedures, already established as part of the permit review process, would insure that any potential impacts due to asbestos would be reduced to a level of

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

insignificance. Issues related to asbestos do not require further analysis and will not be discussed in the EIR.

The on-site surface parking lot was formerly occupied by a service station. The EIR will include a discussion of the potential for encountering subsurface toxic materials associated with this use, during excavation; for example, the potential presence of underground storage tanks will be addressed in the EIR. The EIR also will discuss the potential presence of PCB-containing electrical equipment that must be removed from the on-site building(s) during demolition.

NOTES - Hazards

[1] SCA Environmental, Inc., Survey for Asbestos-Containing Materials, 450 McAllister Street, San Francisco, letter to Dave Rizzolo, Asbestos Program Manager, San Francisco Department of Public Health, June 17, 1993. This report summarizes the findings of three surveys of all three buildings on the project site.

[2] Assembly Bill 2040, Asbestos 1985, Added Section 24223 and Chapter 25 to Division 20 of the Health and Safety Code.

[3] Bay Area Air Quality Management District, Rules and Regulations, Regulation 11, Rule 2, "Asbestos Demolition, Renovation and Manufacturing," adopted May 1981.

13) Cultural. Could the project:	Yes	No	Discussed
* (a) Disrupt or adversely affect a prehistoric or historic archaeological site or a property of historic or cultural significance to a community or ethnic or social group; or a paleontological site except as a part of a scientific study?	X	___	X
(b) Conflict with established recreational, educational, religious or scientific uses of the area?	___	X	X
(c) Conflict with the preservation of buildings subject to the provisions of Article 10 or Article 11 of the City Planning Code?	___	X	X

Architectural - The project site is located in the San Francisco Civic Center, made up of a group of primarily public buildings and considered one of the nation's largest and finest collections of buildings in the style of the Beaux Arts-inspired City Beautiful movement. The Civic Center is

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

listed on the National Register of Historic Places as a district and has been proposed as a local historic district under Article 10 of the City Planning Code. There are four designated City landmarks within three blocks of the site: City Hall, the War Memorial complex (containing the Opera House and the Veterans' Building), the Orpheum Theater building, and the former High School of Commerce, now headquarters of the San Francisco Unified School District.

Buildings on the site include City Hall Annex at 450 McAllister Street. This building is within a Historic District on the National Register of Historic Places and included in the City's proposed Civic Center Historic District. Other buildings on the site include 456 and 460 McAllister Street. Neither is in the National Register Historic District or called out within the proposed local district. Architectural resources related to City Hall Annex will be discussed in the EIR.

Cultural Resources[1] - In its natural setting, the project site was situated on the top of two hills, overlooking lower land on all sides. The sandy soils in and around this area supported a sparse covering of vegetation, mainly grasses, scrub brush and occasional stands of oak trees.

In the era before European settlement, the possibility exists that Native American activity may have occurred on the site, as the marshes of Mission Bay and the shoreline of Yerba Buena Cove, two known areas of Native American habitation, were each less than one mile away. In recent years, a number of prehistoric sites have been recorded, including the BART Civic Center station and at two sites South of Market.

During the Spanish and Mexican Periods (1776-1845), it is unlikely that there was any regular activity on the project site or its immediate vicinity, as Mission Dolores and the Presidio, the principal centers of activity, were located some two and three miles, respectively, from the site. However, the gradual growth of the village of Yerba Buena (later renamed San Francisco in 1847), particularly during the first few years of American control (after 1846), could have led to some transitory activity in the project vicinity.

The first recorded use of the project site, a lone structure, was included in the 1869 U.S. Coast and Geodetic Survey map of San Francisco. During the late 1860's and early 1870's, systematic grading around the present-day Civic Center Plaza began and settlement increased, but for the most part, the project site developed very slowly. The next recorded use of the project site appears on the 1887 Sanborn Insurance Company's map which shows approximately three-quarters of the block bounded by Van Ness Avenue, Golden Gate Avenue, Polk Street and

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

McAllister Street occupied by buildings. Along Golden Gate and Van Ness Avenues, the structures were primarily dwellings, set back slightly from the street. At the corner of McAllister and Polk Streets and along Locust Street (now Redwood Street), there were various commercial establishments.

The 1899 edition of the Sanborn Insurance Company map of this block shows that virtually the entire property had been developed. On the north side of the block, buildings were all two- and three-story residences while the south side of the block housed commercial uses (e.g. retail stores, locksmith, etc.). This block essentially remained unchanged until 1906 when it was completely destroyed during the Great Earthquake and subsequent fires.

After 1906, the block took on a different character as it was rebuilt. The 1913 Sanborn Insurance Company map shows that the half-block north of Redwood Street was devoted to automobile sales while the southern section was almost completely undeveloped with the exception of two automobile repair shops and a city fire house. The 1948 update of this map indicates that the north part of the block underwent little change in land use during the first half of the 20th Century. However, the previously undeveloped southern section supported many retail establishments as well as several State Office buildings (built in 1931) and a gas station. Most of the buildings remain in use today; the 450 McAllister Street State building was sold to the City by the State in 1960. The gas station was torn down and now is covered by a surface parking lot.

While there is a possibility of encountering prehistoric and/or protohistoric cultural resources within the project site, no firm evidence of the existence of such archaeological materials has been found. Likewise there is little likelihood of recovering cultural resources from the Spanish, Mexican or Early American eras (1776-1848). The potential to find cultural materials from the structures located within the project site from the late 1860's through the turn of the century is present. The importance of uncovered artifacts would be determined on a case-by-case basis. Mitigations are included (see p. 49) to reduce the potential impact on subsurface prehistoric resources. This topic requires no further study and will not be discussed in the EIR.

NOTE - Cultural

[1] An archaeological resources report titled "Archival Cultural Resources Evaluation of the Proposed Main Library Development Project and Two Affiliated Parcels in the Civic Center Plaza Area, San Francisco, California," was prepared by Allen G. Pastron, Ph.D. of Archeo-Tec, Inc., in November 1990 (revised November 1991) and is on file at the Office of Environmental Review, Department of

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

City Planning, 450 McAllister Street, San Francisco. That report includes the project site and is summarized here.

C. OTHER	Yes	No	Discussed
Require approval and/or permits from City Departments other than Department of City Planning or Bureau of Building Inspection, or from Regional, State, or Federal Agencies?	___	X	___

D. MITIGATION MEASURES	Yes	No	N/A	Discussed
1) Could the project have significant effects if mitigation measures are not included in the project?	X	___	___	X
2) Are all mitigation measures necessary to eliminate significant effects included in the project?	X	___	___	X

The following are mitigation measures related to topics determined to require no further analysis in the EIR. The EIR will contain a mitigation chapter describing these measures and also including other measures which would be, or could be, adopted to reduce potential adverse effects of the project identified in the EIR.

Construction Air Quality

- The project sponsor would require the contractor(s) to sprinkle demolition sites with water during demolition, excavation and construction activity; sprinkle unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soil, sand or other such material; and sweep surrounding streets during demolition and construction at least once per day to reduce particulate emissions.

  Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor would require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose. The project sponsor would require the project contractor(s) to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as a prohibition on idling of motors when equipment is not in use or when trucks are waiting in queues, and implementation of specific maintenance programs to reduce emissions for equipment that would be in frequent use for much of the construction period.

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

Geology

- One or more geotechnical investigations by a California-licensed geotechnical engineer are included as part of the project. The project sponsor and contractor would follow the recommendations of the final geotechnical report(s) regarding any excavation and construction for the project.

- Should dewatering be necessary, the final soils report would address the potential settlement and subsidence impacts of this dewatering. Based upon this discussion, the soils report would contain a determination as to whether or not a lateral movement and settlement survey should be done to monitor any movement or settlement of surrounding buildings and adjacent streets. If a monitoring survey is recommended, the Department of Public Works would require that a Special Inspector (as defined in Article 3 of the Building Code) be retained by the project sponsor to perform this monitoring. Groundwater observation wells would be installed to monitor the level of the water table and other instruments would be used to monitor potential settlement and subsidence. If, in the judgment of the Special Inspector, unacceptable movement were to occur during construction, groundwater recharge would be used to halt this settlement. The project sponsor would delay construction if necessary. Costs for the survey and any necessary repairs to service lines under the street would be borne by the project sponsor.

- Should dewatering be necessary, the project sponsor and contractor would follow the geotechnical engineers' recommendations regarding dewatering to avoid settlement of adjacent streets, utilities and buildings that could potentially occur as a result of dewatering. If dewatering is necessary, monitoring wells would be installed as required around the outside of the excavation to monitor the water level throughout the construction period. Recharge of groundwater could be performed if a substantial drop in water levels took place outside of the excavation.

- If dewatering were necessary, groundwater pumped from the site would be retained in a holding tank to allow suspended particles to settle, if this were found necessary by the Bureau of Environmental Regulation and Management of the Department of Public Works, to reduce the amount of sediment entering the storm drain / sewer lines.

- The project sponsor would require the general contractor to install and maintain sediment traps in local stormwater intakes during the construction period to reduce the amount of sediment entering the storm drain / sewer lines, if this is found necessary by the Bureau of Environmental Regulation and Management of the Department of Public Works.

- The project sponsor and contractor would follow the geotechnical engineers' recommendations regarding installation of settlement markers around the perimeter of shoring to monitor any ground movements outside of the shoring itself. Shoring systems would be modified as necessary in the event that substantial movements were detected.

Water Quality

- See the fourth and fifth measures under Geology, above, for mitigation proposed to prevent sediment from entering storm sewers.

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

Hazards

- In order to reduce potential injury to building occupants during an earthquake or other catastrophic emergency, an evacuation and emergency response plan would be developed by the project sponsor or building management staff, in consultation with the Mayor's Office of Emergency Services to ensure coordination between the City's emergency planning activities and the project's plan and to provide for building occupants in the event of an emergency. The project plan would be reviewed by the Office of Emergency Services and implemented by building management insofar as feasible before issuance by the Department of Public Works of final building permits.

- To expedite implementation of the City's emergency response plan, the project sponsor would prominently post information for building occupants concerning what to do in the event of a disaster.

Cultural Resources

- The sponsor would retain the services of an archaeologist. The Environmental Review Officer (ERO) in consultation with the President of the Landmarks Preservation Advisory Board (LPAB) and the archaeologist would determine whether the archaeologist should instruct all excavation and foundation crews on the project site of the potential for discovery of cultural and historic artifacts, and the procedures to be followed if such artifacts are uncovered.

  Given the archival history of the project site, an historical archaeologist would be present during site excavation and would record observations in a permanent log. The ERO would also require cooperation of the project sponsors in assisting such further investigations on site as may be appropriate prior to or during project excavation, even if this results in a delay in excavation activities.

  Should archaeological resources be found following commencement of excavation activities, the archaeologist would assess the significance of the find, and immediately report to the ERO and the President of the LPAB. Excavation or construction activities which might damage the discovered cultural resources would be suspended for a maximum of four weeks (cumulatively for all instances where the ERO has required a delay in excavation or construction) to permit inspection, recommendation and retrieval, if appropriate. Upon receiving the advice of the consultants and the LPAB, the ERO would recommend specific action to protect the resources, if necessary.

  Following site clearance, an appropriate security program would be implemented to prevent looting. Any discovered cultural artifacts assessed as significant by the archaeologist upon concurrence by the ERO and the President of the LPAB would be placed in an appropriate repository as determined by the ERO. Copies of the reports prepared according to these mitigation measures would be sent to the California Archaeological Site Survey Office at Sonoma State University along with three copies to the ERO.

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

E. ALTERNATIVES

Alternatives to the proposed project will be discussed in the EIR and will include the following:

A. No Project: The site would remain in its existing condition, with the parking lot and three existing structures.

B. Alternative Site: A new Courts Building would be developed at an alternative site in the Civic Center, probably on the so-called "West Block" at Hastings College of the Law, which is bounded by McAllister, Larkin and Hyde Streets and Golden Gate Avenue.

C. No Exceptions to the Planning Code: A new Courts Building would be developed on the project site; it would be 70 feet in height and thus would not require a change in the height limit. The building would have less square footage because the portion in the C-2 zoning district would comply with the floor area ratio of 4.8. Parking would be provided that would meet the Planning Code requirement, and no parking Variance would be required.

D. Retention of 450 McAllister Street Building: This building, City Hall Annex, included in the National Register Historic District and the proposed local Civic Center Historic District, would be retained. Square footage would be less than that of the project, and some program features could be different due to the different configuration of building space.

E. Parking Alternative: This alternative would include a second sub-surface level with additional parking for a total of up to about 120 non-public parking spaces.

F. MANDATORY FINDINGS OF SIGNIFICANCE	Yes	No	Discussed
* 1) Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or pre-history?	___	X	___
* 2) Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals?	___	X	___
* 3) Does the project have possible environmental effects which are individually limited, but cumulatively considerable? (Analyze in the light of past projects, other current projects, and probable future projects.)	___	X	___
* 4) Would the project cause substantial adverse effects on human beings, either directly or indirectly?	___	X	___

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

The project could affect architectural resources, that is, City Hall Annex at 450 McAllister Street, although it is not clear that City Hall Annex is a significant building. The project could add shadow to Civic Center Plaza, protected by the sunlight ordinance (Section 295 of the City Planning Code). The EIR will consider these issues.

G. ON THE BASIS OF THIS INITIAL STUDY

___ I find the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared by the Department of City Planning.

___ I find that although the proposed project could have a significant effect on the environment, there WILL NOT be a significant effect in this case because the mitigation measures, numbers ____ , in the discussion have been included as part of the proposed project. A NEGATIVE DECLARATION will be prepared.

_X_ I find that the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

Barbara W. Sahm

BARBARA W. SAHM
Environmental Review Officer
for

LUCIAN R. BLAZEJ
Director of Planning

DATE: 9/16/93

The architectural ratings discussed in the text of this report include the results of two separate architectural evaluation surveys: the 1976 San Francisco Department of City Planning Citywide Architectural Survey, and the Heritage Survey. These are discussed below. Also discussed below is the ratings designation for the proposed local Civic Center Historic District.

SAN FRANCISCO DEPARTMENT OF CITY PLANNING CITYWIDE ARCHITECTURAL SURVEY

Between 1974 and 1976, the San Francisco Department of City Planning conducted a citywide inventory of architecturally significant buildings. An advisory review committee of architects and architectural historians assisted in the final determination of ratings for the 10,000 buildings, the results of which were entered in an unpublished 60-volume record of the inventory. The rated buildings are also represented on a set of color-coded maps which identify the location and relative significance of each building surveyed. The inventory and maps are on file at the Department of City Planning.

The inventory assessed the architectural significance of the surveyed structures from the standpoint of overall design and particular design features. Both contemporary and older buildings were included, but historical associations were not considered. Each building was given two numerical ratings, one for architectural quality and one for overall architectural significance, urban design context, and environment significance. The latter rating is referred to in this report. The ratings ranged from a low of "0" to a high of "5." The architectural survey resulted in a listing of the best ten percent of San Francisco's buildings. In the estimation of the inventory participants, buildings rated "3" or higher represent approximately the best two percent of the City's architecture.

HERITAGE SURVEY

The Foundation for San Francisco's Architectural Heritage, through its consultants, Charles Hall Page & Associates, Inc., conducted an architectural and historical survey of all downtown structures. In 1979, the original inventory results were published in the book *Splendid Survivors* (Foundation for San Francisco's Architectural Heritage, *Splendid Survivors*, California Living

Books, San Francisco 1979). A subsequent 1982 Heritage survey evaluated all structures in the C-3 zoning districts in areas not covered in the *Splendid Survivors* survey ("San Francisco Downtown Architectural Survey: C-3 Zoning District, Final Evaluated List," December 1, 1982). Heritage also conducted a survey of Civic Center properties in 1984. The expanded inventory has not been formally published by Heritage. Criteria considered in rating the buildings for both surveys include Architectural Significance, Historic Context and Negative Alterations. Summary ratings from "A" to "D" were assigned to each building on the basis of these scores. The summary ratings, as described on pp. 12-13 of *Splendid Survivors*, are listed below:

A. Highest Importance. Individually the most important buildings in downtown San Francisco, distinguished by outstanding qualities of architecture, historical values, and relationship to the environment. All A-group buildings are eligible for the National Register, and of highest priority for City Landmark status.

B. Major Importance. Buildings which are of individual importance by virtue of architectural, historical, and environmental criteria. These buildings tend to stand out for their overall quality rather than for any particular outstanding characteristics. B-group buildings are eligible for the National Register, and of secondary priority for City Landmark status.

The Landmarks Preservation Advisory Board does not distinguish between "A" rated and "B" rated buildings for purposes of preservation.

C. Contextual Importance. Buildings which are distinguished by their scale, materials, compositional treatment, cornice and other features. They provide the setting for more important buildings and they add visual richness and character to the downtown area. Many C-group buildings may be eligible for the National Register as part of historic districts.

D. Minor or No Importance. Buildings which are insignificant examples of architecture by virtue of original design, or more frequently, insensitive remodeling. This category includes vacant buildings and parking lots. Most D-group buildings are sites of opportunity.

Not Rated. Buildings which have been built or suffered insensitive exterior remodelings since 1945.

DOWNTOWN PLAN SURVEY

The City Planning Commission adopted by Resolution No. 8600 (May 29, 1980), a "List of Architecturally and/or Historically Significant Buildings in the Downtown," based on the above described surveys. Generally, buildings rated "3" or higher in the DCP survey or "A" or "B" in the original Heritage survey (*Splendid Survivors*) were place on the list. The expanded Heritage survey (1982) has not been adopted by the City Planning Commission to date.

The purpose of the list is to advise developers and building owners of the importance the City places upon the buildings' conservation and to require special review by the Commission of any plans which would affect any building or buildings on the list. Resolution No. 9240 (November 19, 1981) reaffirms the Commission's concern for preservation of architecturally significant buildings and acknowledges the Director's intent to recommend denial of projects that purpose to demolish significant buildings.

The Downtown Plan establishes four categories of architecturally important structures. The Plan states (p. 66) "This Plan proposes a preservation strategy that would require that 268 buildings (called significant buildings in this Plan) be retained, while providing incentives to encourage the retention of 183 other important, but less significant buildings (called contributory buildings.) They are shown on Map 12 in the Plan. Both classes of buildings would be entitled to "Transferable Development Rights. '" The following material, taken from the Plan, describes the categories and briefly identifies preservation strategies.

Significant Buildings

Those buildings of the highest architectural and environmental importance -- buildings whose demolition would constitute an irreplaceable loss to the quality and character of downtown -- would be required to be retained. There are 268 of these buildings. They include all buildings rated by Heritage as excellent in either architectural quality or relationship to the environment, or very good in both. (This covers all buildings rated "A" by Heritage and most of the buildings rated "B".)

These buildings -- referred to in the Plan as significant buildings -- are divided into Category I and Category II, the difference being in the extent of alteration allowed. There are 226 significant buildings in Category I ([listed]) in Table 4 [of the Plan] and 42 significant buildings in Category II.

CIVIC CENTER HISTORIC DISTRICT (PROPOSED)

If approved by the Board of Supervisors, Appendix J to Article 10 of the City Planning Code would designate the Civic Center as a local historic district. The buildings within the district would each be identified as Contributory, Contributory/Altered, or Noncontributory. The three categories are defined below:

Contributory. This category identifies buildings which date from the historic district's period of significance and retain their historic integrity. These structures are of the highest importance in maintaining the character of the Historic District. Recognizing the unique character of this district which is derived from its expression of an historic plan, some structures within the Historic District may date from the Historic District's period of significance but do not contribute to the intended original plan in their architecture, detailing, height or scale. Such structures may be considered for replacement with structures designed in a monumental style and manner which would complete the San Francisco Civic Center Plan as originally conceived.

Contributory/Altered. This category identifies buildings which date from the Historic District's period of significance and have had alterations as detailed on page 21 of the San Francisco Civic Center Historic District Case Report. Appropriate restoration of such buildings is encouraged, though in certain situations (see No. 1 above) their demolition and replacement may be more appropriate in order to achieve completion of the original San Francisco Civic Center plan.

Noncontributory. This category identifies buildings which post date the Historic District's period of significance or have had their integrity compromised by inappropriate alterations as detailed on page 21 of the San Francisco Civic Center Historic District Case Report. Demolition permit applications for these buildings will be processed without reference to the suspension provisions of Article 10. Alterations to Noncontributory buildings will require Certificate of Appropriateness if determined to be a Major Alteration in order to minimize conflicts with the historic character of the Historic District.

This table is reproduced from *San Francisco Main Library EIR* (Case No. 901808E, Final EIR Certified February 27, 1992).

TABLE 4: PROJECTED PEAK-HOUR INTERSECTION VOLUME-TO-CAPACITY RATIOS (V/C) AND LEVELS OF SERVICE (LOS)/a,b/

	Existing(1990)		Existing + Project		Cumulative+Project (2000)	
Intersection	V/C	LOS	V/C	LOS	V/C	LOS
Signalized:						
Van Ness/McAllister	0.76	C	0.80	C/D	0.87	D
Polk/McAllister	0.62	B	0.66	B	0.72	C
Larkin/McAllister	0.68	B	0.76	C	0.83	D
Hyde/McAllister	0.59	A	0.60	A/B	0.66	B
Hyde/Fulton	0.44	A	/c/	/c/	/c/	/c/
Larkin/Grove	0.52	A	0.69	B	0.73	C
Eighth/Market	0.76	C	0.77	C	0.83	D
Ninth/Market /d/	0.92	E	0.93	E	1.01	F
Unsignalized:						
Larkin/Fulton/e/	70/563/156	E/A/D	/c/	/c/	/c/	/c/

/a/ LOS descriptions and relationship to V/C ratios are shown in Tables D-2 and D-3, pp. A.55-A.56 of Appendix D.

/b/ Based on traffic counts conducted by Wilbur Smith Associates on Wednesday, November 7, 1990.

/c/ With the proposed closure of Fulton Street between Larkin and Hyde Streets, these intersections would no longer exist.

/d/ Ninth Street has a bus stop on the near side of Market Street that serves as right-turn / through lane when not occupied by buses. This was not included in LOS calculation, which is therefore conservative. Ninth and Market intersection splits into two legs (Larkin and Hayes Streets) on north side of Market Street; Market has a separate right-turn lane onto Hayes Street. This geometry is considered in the LOS determination.

/e/ Unsignalized intersection: reserve capacities and levels of service refer to Fulton Street westbound left turn; Fulton Street westbound right turn; and Larkin Street southbound left turn.

SOURCE: Wilbur Smith Associates

XII. EIR AUTHORS AND CONSULTANTS; ORGANIZATIONS AND PERSONS CONSULTED

EIR AUTHORS

San Francisco Department of City Planning
450 McAllister Street
San Francisco, CA 94102
Environmental Review Officer: Barbara W. Sahm
EIR Coordinator: Carol Roos

EIR CONSULTANTS

Environmental Science Associates, Inc.
301 Brannan Street, Suite 200
San Francisco, CA 94107
Associate-in-Charge: Michael Rice
Project Manager: Karl F. Heisler

Orion Environmental Associates
(Hazards, Geology, Hydrology; Air Quality, Noise, Energy)
101 The Embarcadero
San Francisco, CA 94105
Joyce S. Hsiao, Principal

G. Bland Platt Associates
(Architectural Resources)
362 Ewing Terrace
San Francisco, CA 94118
G. Bland Platt, Principal

Beverly Prior Architects
(Visual Simulation)
333 Bryant Street, Suite 220
San Francisco, CA 94107
Beverly Prior, Principal

PROJECT SPONSOR

Courthouse Construction Committee
Room 260, City Hall
San Francisco, CA 94102
Clyde Cohen, Project Manager

PROJECT ARCHITECTS

Hood Miller Associates
60 Federal Street, Suite 401
San Francisco, CA 94017
Bobbie Sue Hood
Jim Tully

Ross-Drulis Architects
P.O. Box 278
Sonoma, CA 95476
Michael Ross
Charles Drulis

Barnes and Cavagnero / John M.Y. Lee
1045 Sansome Street, Suite 420
San Francisco, CA 94111
Mark Cavagnero

ORGANIZATIONS AND PERSONS CONSULTED

City and County of San Francisco

Department of City Planning
Rana Ahmadi, Planner

Department of Parking and Traffic
Jerry Robbins, Planner

Municipal Railway
Duncan Watry, transit stop coordinator

Department of Public Health
Pam Hollis, Senior Health Inspector

San Francisco Superior and Municipal Courts
Alan Carlson, Chief Executive Officer

Others

State Architect's Office
Joel McRonald, Chief of Special Programs
Mike Smith, Office of Project Management and Development

Caltrans
Jeff Weiss, Project Manager, I-280 Project

Golden Gate Transit
Warren Potts, Superintendent of Scheduling

Luster Construction Management (project construction manager)
William Burrows, Vice President

Society of California Pioneers
Russell Keil Jr., Co-chair, Building Committee

Treadwell & Rollo, Inc.
James Ordons, James, Project Manager and Certified Engineering Geologist